DOCUMENT RESUME

ED 166 302 UD 019 054

TITLE	Proceedings: National Youth Workers Conference, 1978.
INSTITUTION	National Youth Alternatives Project, Inc., Washington, D.C.
SPONS AGENCY	National Inst. for Juvenile Justice and Delinquency Prevention (Dept. of Justice/LEAA), Washington, D.C.
PUB DATE	78
NOTE	85p.; Pages 83-107 (list of registrants) have been deleted due to non-reproducibility of the original document
EDRS PRICE	MF-$0.83 HC-$4.67 Plus Postage.
DESCRIPTORS	Alcoholism; Community Information Services; Community Involvement; *Conference Reports; Counseling; Delinquent Rehabilitation; Drug Abuse; Educational Alternatives; Sexuality; *Social Services; *Social Workers; Youth Employment; Youth Problems; *Youth Programs

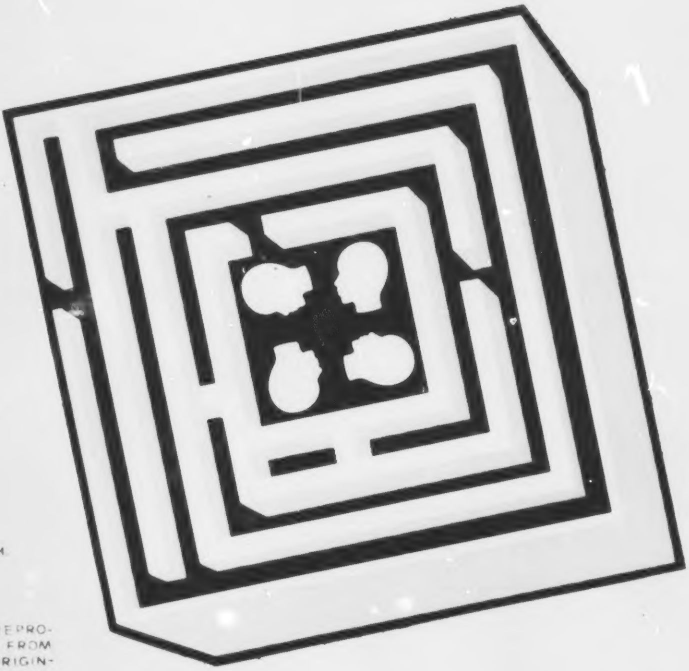
ABSTRACT

In this report the speeches, workshops, and panel discussions of the National Youth Worker's Conference of 1978 are abstracted. Topics covered include educational alternatives, drug abuse, youth employment, juvenile delinquency, counseling and program planning, sexuality, management of community based agencies, and therapy techniques. Films shown at the conference are listed and briefly described. (WI)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED166302

Proceedings



U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

National Youth Workers Conference

1978

Sponsored by

National Youth
Alternatives Project,
and

Office of Juvenile Justice
and Delinquency Prevention,
LEAA

UD019054

CONTENTS

PROGRAM PLANNING COMMITTEE 2
IN COOPERATION WITH SPONSORS........................ 3
PREFACE 4
LETTER OF THANKS 5
CONFERENCE SPEAKERS 6
CONFERENCE PANELS.................................... 11
CONFERENCE WORKSHOPS 28
COMPLETE LISTING OF WORKSHOPS 79
CONFERENCE FILMS.......................................81
COMPLETE LISTING OF REGISTRANTS 83

This publication was made possible by funding from the Office of Juvenile Justice and Delinquency Prevention, LEAA.

3

PROGRAM PLANNING COMMITTEE

Richard Alteri, Syracuse, New York,
   New York State Association of Youth Bureaus
Jim Bellemy, Washington, D. C.,
   District of Columbia Coalition for Youth
Oliver Brown, Catonsville, Maryland
   Baltimore Youth Alternative Services Association
Preston Dawes, Kettering, Ohio
   Ohio Youth Service Bureau Association
Joe Diament, Concord, New Hampshire,
   New Hampshire Federation of Youth Services
Jack Harrington, San Francisco, California
   California Child, Youth and Family Coalition
William "Skip" Henry, Lansing, Michigan,
   Michigan Association of Youth Service Bureaus
Nancy Hite, Minneapolis, Minnesota,
   Minnesota Youth Advocate Coalition
Arthur Lobbe, East Orange, New Jersey,
   New Jersey State Association for Youth Services
David Mosley, Seattle, Washington,
   Association of Washington Community Youth Services
Cindy Myers, Chicago, Illinois,
   Metro-Help/National Runaway Switchboard
Kay Satterthwaite, Columbus, Ohio,
   Ohio Coalition of Runaway Youth and Family Crisis Services
Ericka Sharp, Park Forest, Illinois,
   Youth in Action Coalition
Arnie Sherman, Chicago, Illinois,
   Youth Network Council
Jack Sliemers, Denver, Colorado,
   Colorado Youth Alternatives Council

4

IN COOPERATION WITH SPONSORS

Alternative Schools Network, Chicago
Association of Washington Community Youth Services
Baltimore Youth Alternative Services Association
Boston Teen Center Alliance
California Child, Youth and Family Coalition
Colorado Youth Alternatives Council
District of Columbia Coalition for Youth
Florida Network of Runaway and Youth Services
Illinois Youth Service Bureau Association
Indiana Youth Service Bureau Association
Michigan Association of Youth Service Bureaus
Minnesota Youth Advocate Coalition
New Hampshire Federation of Youth Services
New Jersey State Association for Youth Services
New York State Association of Youth Bureaus
Ohio Youth Service Bureau Association
Ohio Coalition of Runaway Youth and Family Crisis Services
Oklahoma Association of Youth Services
Vermont State Association of Youth Service Bureaus
Wisconsin Association for Youth
Youth Network Council, Chicago

PREFACE

During the planning stages of the Second National Youth Workers Conference, we decided that we wanted the written proceedings of the conference to be more than a mere narrative of what went on. Instead, we wanted the Proceedings to be an anthology of resource material on the issues concerning youth workers today. These issues, we believe, are reflected in the panel and workshop topics of the National Youth Workers Conference 1978.

To facilitate this process, we asked each presentor to prepare and submit a "content exposition" paper on his/her panel/workshop topic. These "content exposition" papers were to be brief summaries of concrete processes, methods, regulations, etc that are used and/or needed by youth workers in the field and in the office. Out of the 130 panels and workshops presented, we were pleased to receive tape recordings and written papers on the majority of topics.

Our National Youth Alternatives Project staff editors: Linda Goodman and Cindy Safier with the assistance of Mary Weiner, congealed information, added relevant data, cut and pasted. At all times, the original opinion of the author was maintained. The authors for each content exposition paper are listed following the title of their panel or workshop.

Therefore, the National Youth Alternatives Project and the Office of Juvenile Justice and Delinquency Prevention, LEAA, take no responsibility for (and pledge no allegiance to) the views herein presented. We do believe, however, that the summaries that follow present some of the most creative thinking and activities currently practiced in the field of youth work. And we hope that by providing the names of the workshop/panel presentors, youth workers will be able to continue the dialogue that this Proceedings begins.

national youth alternatives project

On behalf of the National Youth Alternatives Project staff I want to take this opportunity to thank the presentors at the second National Youth Workers Conference. It appears from oral reports and the written evaluation forms that the overwhelming majority of participants felt the workshops were very helpful in gaining new information and ideas that they can use in their work.

We believe that the sharing of expertise among peers is one of the major strengths of the NYWC. It furthers the self-help philosophy that limits costly dependencies on "specialized expert" consultants.

Once again we would like to thank you as the success of the conference depended upon the workshop presentors. We feel that you did an admirable job.

William W. Treanor
Executive Director

1346 CONNECTICUT AVENUE, N.W. WASHINGTON, D.C. 20036 202 785-0764

SPEAKERS

John Rector

John Rector, Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP), Law Enforcement Assistance Administration (LEAA), opened the first plenary session of the National Youth Workers Conference. In his address, Mr. Rector strongly supported current efforts to deinstitutionalize status offenders, however, he urged youth workers not to "lose sight of the next step--more appropriate placements for delinquent youth". Mr. Rector went on to say that, "what we need is an uncompromising departure from present practices of inappropriate placements. The Carter Administration is committed to full implementation of the Juvenile Justice Act and there is now a federal leadership supporting change (in the juvenile justice and delinquency prevention field).'

Mr. Rector explained that under his leadership, the purpose of the Federal Coordinating Council on the Juvenile Justice and Delinquency Prevention Act would be to assess present federal programs regarding placements of youth rather than to promote new programs: "We want to identify current barriers to change and to insure that the federal government responds consistently to the mandates of the Juvenile Justice Act."

Youth advocacy efforts will be aided by OJJDP funds. Mr. Rector outlined the details of three possible youth advocacy programs, two of which will be unveiled within the next six months. The Youth Advocacy Project will fund programs providing advocacy on behalf of their youthful clients. From the results of this project, the Office hopes to find legal and other related models which will benefit youth in need of advocacy services. The Judicial Implementation Project will allocate monies for handling and resolving cases of youth inappropriately placed in the juvenile justice system. Such programs funded under the Project would entail major legal reform in advocacy services for these youth.

According to Mr. Rector, in 1974, the Juvenile Justice and Delinquency Prevention Act set forth plans for a national clearinghouse, which would be available to youth workers as a information source on juvenile justice policies and programs. However, during the Ford Administration, the clearinghouse efforts were stagnated. Even though several technical assistance projects have been designed to address these informational and resource needs, Mr. Rector still hopes for the establishment of a national clearinghosuse in the near future.

Rep. Toby Moffett

Following Mr. Rector's speech, representative Toby Moffett (D-Conn.) depicted the political atmosphere with which he has had to contend in his efforts to advocate rights and services for youth. After serving two terms in the U.S. House of Representatives, Congressman Moffett feels "genuinely worried" about the lack of concern over youth policy and relected on the causes for such inactivity.

First and foremost, taxpayers are directing a great deal of anger toward the government. As Representative Moffett stated "People are sick and tired of not getting something for themselves. Since the enactment of California's Proposition 13, movements advocating this policy are springing up all over the country. Congressmen are hearing their constituents' hostility, which results in legislative reaction. For example, the Tuition Tax Credit Bill focusing on the 'oppressed middle class who need help sending their children through college, private, or parochial school' was embraced with enthusiasm by several members of the House. In reality, 35% of the tax credit would go to families earning over $25,00 a year and would cut $2-3 billion from the U.S. Treasury annually. This setback would result in the federal government spending more on private education than on public education."

Second, the political arena is dominated by powerful economic interest groups who are equipped with equally powerful lobbyists. Explained Rep. Moffett, "Presently, any bill representing a shift in this economic and political realm, such as the Consumer Protection Advocacy Bill, cannot pass in the U.S. Congress. Back home, the Senators and Representatives are hearing from one voice, the organized business interests. What is not reaching them are the mass messages of the remaining constitutents. Congressmen are not courageous enough to vote for bills setting controls on hospital costs, natural gas, or gun tracing techniques because of the successful lobbying efforts of such organizations like the American Medical Association, hospital corporations, major oil companies, and the National Rifle Association."

So how does Congress respond to this political atmosphere? In the House of Representatives, there are no full-time youth advocates comparable to Senator Bayh. This lack of House support affects the quality youth services. Representative Moffett pointed out that for high-risk programs to garner any attention, "public patience and political courage" are needed.

Representative Moffett warned that, "youth services would never become a priority in Congress until youth workers involve themselves in the political arena, especially at the local level. You must urge your elected officials to support programs for youth." In response to the lack of unified political voice applied from the Left, Representative Moffett stated, "We are constantly hearing from people on the Right, but there is never any pressure coming from the Left.

In additon, more of the youth sector must come forward to advocate their rights and needs. Perhaps some fear should be instilled within these politicians to make them more responsive to the youth population or those citizens interested in the youth population."

Representative Moffett does see a core of progressive thinkers entering the House. More than ever before, representatives are individuals who "have not climbed the traditional ladder" while "compromising themselves out" in the process. However, this core alone is still too small to carry significant weight. Representative Moffett urged that: "on the outside, people are needed to give voice to the efforts behind these progressive legislators. The potential to develop this patronage seems to be all around; it just has to be reached and organized. Once this support is transformed into stronger lobbying groups, youth policies will gain more recognition within the political arena."

Rep. Shirley Chisholm

Representative Shirley Chisholm (D.-N.Y.) a leading Congressional youth advocate opened the Thursday morning plenary session at the National Youth Workers Conference. In her speech, she criticized the Office of Juvenile Justice Delinquency Prevention on several counts for its failure to spend appropriated monies on youth service programs.

Representative Chisholm first noted that the Federal Council on Juvenile Justice and Delinquency Prevention, which is required to meet at least four times per year, has yet to meet in 1978. Ms. Chisholm pointed out that what happens over and over in our society is that committees and boards are set up to "gain input and discuss policy, and after they excite everyone with press releases about what will be done", no follow-up is ever made.

Representative Chisholm blamed the negligence of the Office of Juvenile Justice as the reason for "youth services dying on the vine due to a lack of resources". Documentation of the Office's spending for juvenile justice programs obtained from the Law Enforcement Assistance Administration, leads Ms. Chisholm to believe that "it is a national disgrace to see how few dollars have reached young people at local level". Although Congress appropriated $131 million to the Office for state and local grants during Fiscal Years 1976-78, by May 1978 only $18 million had actually been spent. "The Office of Juvenile Justice should be committed to its obligations as well as its expenditures of federal monies."

Furthermore, Ms. Chisholm feels it is "tragic that so little has been done in the Special Emphasis Area." Although Congress appropriated $64 million for Special Emphasis programs to be used during fiscal years 1976-78, as of May 1978 only $17 million had been obligated and $8 million spent. According to LEAA data, not one dollar of Special Emphasis funds has been obligated or expended during fiscal years 1976-78. Representative Chisholm sees this inactivity as a major defeat for the Special Emphasis initiative grants, which were appropriated for diversion programs, programs correlating the link between learning disabilities and delinquency, promotion of alternative educational opportunities as a means for coping with school-based delinquency, and the development of community-based alternatives to institutionalization. Ms. Chisholm feels that these initiatives, passed by legislation, "could have a great impact upon youth, yet on paper, they have so little impact."

The Administration of the Office of Juvenile Justice was also criticized by Representative Chisholm for funding a number of unsolicited proposals: "Circumvention of federal guidelines for allocating funds serves the purpose of rewarding favored groups while not using guidelines effectively and excludes other groups from even competing."

Representative Chisholm explained that she did not raise these issues merely to attack the Office of Juvenile Justice. In fact, Ms. Chisholm pointed out that she has been active in insuring the Office's continuation since its inception in 1974. However, she warned that if the Office's response does not meet expectations, she will move for Congressional hearings which would question the funding, allocations, and general activities of the Office of Juvenile Justice. Representative Chisholm wants "to ascertain that the office is sensitized to its decision-making role and is committed to its major responsibility: support for juvenile justice-related services."

Sen. Charles Mathias

Following Rep. Chisholm's speech, Sen. Charles "Mac" Mathias (R-Md.), Congressional youth advocate and ranking minority member of the Senate Subcommittee to Investigate Juvenile Delinquency, told youth workers that despite the "growing incidence of crime among 10-17 year old," federal efforts regarding juvenile justice and delinquency prevention are "limping along." Saying that this situation stems from both "a lack of vision and a lack of coordination" at the federal level, Senator Mathias affirmed that the government "is not putting the best human resources to work on the problem." He also said that the juvenile justice system should be criticized for being "too harsh with those who don't deserve it and too lenient with those who do."

Urging youth workers to help Congress in their search for some solutions to the juvenile delinquency problem, Senator Mathias advised attendees to write to him or Senator Birch Bayh (D-Ind.) or John Culver (D-Iowa):

"We need to know what programs in which the federal government is engaged are effective in the streets...We need to know what you think is working...We need to know from you what are the rip-offs, the boon-doggles. What are the programs that are just providing the salaries for the people who work there...Secondly, we ought to know from you where we aren't performing.

We don't have the knowledge, we don't have the wisdom to find all the answers, but perhaps if we pool it all together we can work out some solutions to do better than we've done them in the past. We're all fighting for the same goal and I think we ought to fight together to build a national environment that is healthy for kids and other living things."

Margery Tabankin

On Friday morning, Margery Tabankin, Director of the VISTA Program, ACTION, spoke to the youth workers about ACTION's increased commitment to social justice. She stressed, however, that it is the communities' responsibility to re-direct government programs and to make those programs accountable to the community they are supposed to serve:

"Whatever the community wants that they feel the government should be funding and that the government has the funds for, the community must take the responsibility themselves to go after that program and get it."

In order to aid low-income communities in making life better for their residents, VISTA volunteers are assigned to tasks that will develop grassroots leadership so that the communities will continue, by themselves to make life better for their residents. For example, the role of a VISTA Volunteer in a family guidance center is not to run the center or to be a counselor or to function merely as cheap labor. In this situation, the volunteer should help get the center started, figure out how to get money for the center and then transfer this knowledge to the community people so that they can maintain and develop the center after the volunteer has left.

There are three new ACTION initiatives that exemplify this philosophy. In Syracuse, the initiative is the Youth Community Services. This is a demonstration project for what would be a national youth service in which youth are offered a chance to do meaningful work within their community.

Volunteers in the Urban Volunteer Corps initiative help non-profit and community-based organizations to operate more effectively by assisting these agencies with the bookkeeping, incorporation and planning.

The Good Neighbors Fund initiative gives out cash grants, ranging from $1 to $15,000 to community based neighborhood projects that will operate over a year's time. If the requested amount of money is appropriated, the Good Neighbor Fund will have $12 million to distribute, beginning October 1, 1978. Applications for this money will be accepted by ACTION offices in each state and Ms. Tabankin estimates that approximately 2,000 grants will be awarded.

According to Ms. Tabankin, these special initiatives and other VISTA programs are predicated on the following questions:

"What can we, in our own community, do to make life better for our low-income residents? What kind of challenge can we take on? What kind of self-reliance can we learn? What kind of self-reliance can we practice to make our community more equitable, more just and more responsive both to the individuals and the community spirit that could exist there?"

Bill Treanor

Bill Treanor, Executive Director of the National Youth Alternatives Project, reported at the final conference plenary session on the status of youth work in this country.

According to Mr. Treanor, youth serving agencies, coalitions of youth workers and the political liability and recognition of youth workers are growing. One result of this growth is that Federal agencies show a dramatic increase in the programs designed to help young people. Two major changes in youth work have accompanied this growth. First, youth serving agencies have become more comprehensive. "This is a healthy development as long as we can preserve the kind of pluralism of programming necessary to reach different kinds of young people," cautioned Mr. Treanor.

Second, a much more highly skilled cadre of directors and managers of direct service agencies has evolved. And the member of youth-workers skilled in coalition building and maintenance is expanding. The competence of these youth workers has resulted in the increased awareness of politicians toward the community-based youth service movement on the national, state and local level. Mr. Treanor advises that "Ultimately, this awareness will assure youth service agencies the placement of youth services as a necessity, not a luxury."

Urging the formation and strengthening of youth service coalitions, Mr. Treanor stressed the importance of support from a board based membership. "In order to have an effective coalition of youth service workers nationally, we need to have coalitions functioning in every state. That's how to reach Congress and the Executive Branch--through strong state organizations."

Mr. Treanor also discussed the possibilities of a National Youth Worker's Alliance "whereby any youth worker, agency or coalition can relate to a broadly based national organization." Before any alliance can be effective, however, youth-workers must end their persistent factionalism, "to put the past behind us and attack the future together... We must share in the authority and responsibility for shaping youth services in this country..."

Ericka Sharp

On Friday evening, Ericka Sharp, Youth Advocate Specialist for Aunt Martha's Youth Service Agency in Park Forest, Illinois and member of the National Youth Alternatives Project Board of Directors, opened the plenary session.

Emphasizing the need for youth to learn to advocate for themselves, Ms. Sharp urged youth-workers to provide the necessary advocacy training. "I was trained for three years by the Director of my youth service agency and by other people from the agency. I made some mistakes at first like all people--kids and adults-do when they first try something new. But if you give youth a project or task that they can do themselves, with your guidance, they can do a good job."

Ms. Sharp deplored the tokenism of youth that prevails in many youth service programs instead of full youth participation. Addressing both the young people and the adults in the audience, Ms. Sharp asked them to, "listen to what I have to say instead of looking upon me as a token."

Robert Taggart

Following Ms. Sharp, Robert Taggart, Director of the Labor Department's Office of Youth Programs which adminsters the Youth Employment Program told youth workers that "the Administration has delivered on its mandate" to meet the problem of youth employment. Mr. Taggart described the six aims of the Youth Employment Program as:

1. To provide linkages between work and education (e.g.- link the schools with Comprehensive Employment and Training Act (CETA) programs), thus providing academic credit for youths who are in school or are about to return to school and are currently working. According to Mr. Taggart, "As a result of the programs to achieve this aim, 440 CETA Prime Sponsors out of 450 have reached agreements with education systems to award adademic credit for work experience."
2. To increase supervision of youth in the new employment programs so that the youth will learn the necessary work skills that are needed in life.
3. To give special consideration to community-based groups. Mr. Taggart said that the participation of community-based organizations in the new youth programs has nearly tripled in relation to their involvement in the rest of the (CETA) system. He told youth workers, however, that in order for them to play a major role in such programs, they must make their presence known at the national level and insure that their participation is written into future legislation.
4. To target the funds to those youths with the lowest income, highest probability of unemployment and least education. Mr. Taggart noted that 2/5 of the 180,000 participatns in the youth employment program are non-white, 55% of them are minority members and 65% are economically disadvantaged.
5. To learn new ways of solving the youth employment problem, In order to achieve this goal, the Office of Youth Programs is conducting various experimental youth employment projects, one of which is the Entitlement Program. Under this program, youths in several cities, ages 16-19, who are in school or planning to return to school are guaranteed employment. In one of these cities, Baltimore, Maryland, 7,000 youths were employed within one and one-half months and at that time 7,000 more youths were available and waiting for jobs. According to Mr. Taggart, programs such as the Entitlement Program destroy the myth that the reason why so many youths are out of work is because they really don't want to work. The Entitlement Program is also designed to test the impact of guaranteed employment during 'adolescence' on an individual's future.
6. To involve the total community in the effort to reduce youth unemployment. In keeping with this philosophy, the Office of Youth Programs issued their planning charter in laypersons' language and has joined with other federal agencies to coordinate youth employment projects. Labor union involvement has been promoted as was the involvement of non-profit groups, foundation groups, city schools, etc.

Despite the achievement of these aims, Mr. Taggart believes that much remains to be done, "You can't solve these problems with a billion dollars more, you can't solve them with 5 billion dollars more. But over three or four years, inching up the expenditures, inching up the efforts, you can lick it. The minority youth unemployment rate is a solvable problem. It's really a question of commitment. And when the time comes to demonstrate that commitment, we've all got to demonstrate it together."

David Howie

David Howie, director of the United Kingdom's National Youth Bureau, concluded the final plenary session of the conference. Concerned with the basis of youth work philosophy in the United States, Mr. Howie stated that "the starting point is far too negative. It's one of social control, of trying to seek funds where society feels threatened by young people. The emphasis is on what's wrong with young people.. I want to see the emphasis on what's right with young people. This means that we've got to see all our work in the context not prevention of crime but of youth development. We've got to see it in the context of social education..."

Such an outlook encourages allies from all fields: social workers, educators, parents and the young people themselves to join in this effort. Then, all these people can join together to work out the implications of such a philosophy in all areas of a young person's life.

Currently, Mr. Howie sees three major "causes" in youth work. The first cause is youth participation in programs that are supposed to serve youth. Too often youth participation is substitued by tokenism or a mockery of participation on adult terms. In order for youth participation to be effective, youth-workers must pay attention to the needs of the young people. Outreach work is helpful in this area. Mr. Howie advocates, "individual contact, small group work and relevant information and training when youngsters want to do things," as methods to increase youth participation in youth serving agencies.

The second cause of great concern to youth workers is Youth Employment. In order to impact youth employment policy it is critical that youth-workers and youth coordinate to build meaningful job training and continual work opportunities. Stressed Mr. Howie,"... I am not prepared to accept programs that build up expectations of kids and give them a meaningful job opportunity and then say 'well, we've given you a taste of what it might be like and then we pull the rug from under your feet and leave you with nothing at all.'" Instead, Mr. Howie views the areas of social services, health services and environmental services as potential employment areas for youth.

Juvenile Justice is the third cause of importance to youth workers. In the United States, Mr. Howie sees the deinstitutionalization of status offenders as being an area of primary concer: "You need to establish alternatives to institutionalization as cost-effective. Use the data available to support these alternatives." Preventive youth work also should be stressed, he said, "we need to start working in the schools, to get to the kids before they're involved in crime. We need a coherent policy at the local level with a national study group monitoring the local programs and offering guidance...We need to write up our projects, evaluate and share them with other youth workers so that we can all learn from each other's experiences."

Quoting Len Murray, the British Trade Union Leader, Mr. Howie urged youth workers to "work out your objectives, then get organized, get stuck in." Because, as he rminded the audience, "time is not really on our side."

PANELS

A: *Panel:* REACHING AND SERVING ADOLESCENT WOMEN

John Connolly, Senior Counselor, The Center for Youth Services, Inc., Rochester, New York
Ann Hooper, Senior Analyst, Meta Metrics, Inc., Washington, D.C. (with Christine Bergaust, University of Tennessee College of Medicine, Department of Psychiatry, Memphis, Tennessee, editor of content exposition paper)
Gwen Ingram, Director, National Council on Crime and Delinquency, Hackensack, New Jersey
Vondie Moore, Director, Michigan Coalition of Runaway Services, Lansing, Michigan

Adolescence, as the transition period from childhood to adulthood, has its own unique stresses and developmental tasks. Erikson (1968) labels this the identity versus role confusion period; a time for young people to try out new roles, new modes of interacting with others, learn new skills, and develop a sense of self and their potential.

In working with female adolescents, it is essential for change agents to be aware of, and sensitive to, some of the factors that uniquely effect their development of relationships, self-image, confidence and range of behavior. The issues that appear to be most influential concern sexuality and the process of socialization.

Weber (1977) states that one girl out of every four will be sexually abused in some way before she reaches the age of 18. She cites supportive evidence that correlates this abuse with later antisocial behavior and adjustment difficulties, such as: prostitution, drug abuse, adult sexual problems and running away.

The increased incidence of early sexual activity among young women can create numerous difficulties. Williams (1977) summarizes research data reporting that initial sexual experiences for women are more likely to be dissatisfying, traumatic or laden with negative feelings. In addition, such activity has led to an alarming increase in pregnancy and fear of pregnancy among young women; an experience that presents complicated emotional issues in relationship to self and significant others.

Related to sexuality is attractiveness and appearance. There continues to be a uniquely strong emphasis on this for young women. In part, this complicates the development of self-image and future opportunities. A well known feminist leader recently asserted that one of the reasons that she is not as successful as other leaders is that she is not as physically attractive. Males have heroes and role models to aspire to that are both attractive and unattractive while there is a paucity of such female role models.

The paradox that young women must face is that while appearance, attractiveness and sexuality are strongly emphasized and consume a large amount of their energy, they are often paired with negative experiences.

Williams (1977) points out the repressive nature of the female socialization process. She describes it as a complex process based on differential reinforcement and punishment, modeling, and the development of a cognitive set that filters perception and limits the repertoire of behavioral and emotional response. It is a process that fosters qualities such as conformity, dependence, sensitivity and nurturance, and impedes others such as autonomy, competitiveness, assertiveness and initiative.

Traditionally, young women have been over-represented as "status offenders" within the juvenile justice system. Nearly 75% of females under 18 arrested and incarcerated are charged with status offenses. Status offenders are guilty of such acts as disobeying their parents, promiscuity, running away, truancy and other acts for which adults cannot be charged and boys infrequently are. Despite the fact that the crimes of which girls are accused are categorized as less serious and less harmful to society, they are often held in detention for longer periods of time and placed less frequently in community programs than boys. The state training schools which house juvenile female offenders offer fewer educational and vocational programs, provide fewer institutional services, and are more restrictive than juvenile institutions for males. And, upon release, young female offenders have less access to the range of community programs needed for the transition from difficult adolescence to self-sufficient adulthood. One can only speculate as to why such a pattern has developed and exists.

When viewed nationally, statistics reflect how "protection" under the guise of system intervention has worked against the female who is processed through the court for such offenses. Females who violate our social mores are "protected" by punishment, locked up in secure institutions. An excellent example of how such sexism and bias have come to affect upon disposition is offered in an examination of the runaway female.

Nationally, the plight of young women who run has come to be viewed within an atmosphere of public suspicion and fear. Recent media exploitation utilizing the theme of teen-age prostitution has served to encourage the traditionalist view that such behavior warrants locking up. However, many diverse factors (e.g., the push for police diversion, the passage of the Juvenile Justice and Delinquency Prevention Act, growth of community care, and state by state revision of juvenile codes) have served to provide impetus for positive change.

Some new alternative programs have been created, and are aimed at serving the female juvenile offender in the community. These centers provide a comprehensive base for support to the female juvenile offender. Karma Academy For Girls in Rockville, Maryland, is a treatment center for acting out girls utilizing various modes of family therapy, reality therapy, and behaviour modification. Their clients, female juvenile offenders, are not treated as sexual objects who may be vulnerable to sexual contact. Rather, the emphasis is on developing a sense of responsibility for oneself and others and the goal is to provide a supportive environment for the client.

New non-residential community programs for treating the female juvenile offender commonly use volunteers as one-to-one counselors. For example, the Big Brothers and Big Sisters organizations are rapidly involving more women as volunteers, and actively seeking client referrals from various juvenile justice agencies. Preliminary analysis of program data are showing that this approach can be successful in keeping the female client from penetrating the formal justice system.

Diversion projects are another alternative to the incarceration of female offenders. Premarily one-to-one volunteer programs, diversion often replaces probation in the courts' purview. Four projects aimed at female offenders are: The Philadelphia Coalition Project - designed to provide non-stigmatizing counseling and vocational training to ethnic population; The Massachusetts Female Offender Project; and The Florida Diversion Program, which matches college student volunteers with young women.

In Michigan, the State Police Diversion Project, diverts all status offenders into community care (runaway programs, youth service bureaus, etc.) for a maximum of 2 weeks. After 2 week period, the young person is either sent home, emancipated or placed in foster care.

In serving the adolescent, a treatment strategy should incorporate a holistic perspective and have clear, client-centered goals for effective and lasting results (Lazarus, 1976). In working with young women, it is incumbent on the change agent not only to develop skills in the areas of behavioral, affective and cognitive change. but to develop strategies and sensitivity that will accomodate the complicating factors of being a young female in today's society.

Although initially it is more difficult for the male counselor to build a trust relationship with a female client, such a relationship may be beneficial, establishing males in a new and better light. It is important, however, for the male counselor not to foster the female's sense of dependency but to clarify the counselor/client relationship. And it is incumbent upon the agency to develop effective counseling models that may be applied consistently. In order to develop such models, programs should document, from their own experiences, what services are needed. Such documentation is also crucial in obtaining funding for future programs.

The state of Michigan, like other heavily populated industrial states, is now undergoing a number of systemic redefinitions certain to affect the young woman who runs. Its current activity can serve as a national model to other states as they too approach the often emotional dilemma of dealing with the female runaway as well as other status offenders.

Research shown that the federal government has done little to spur the development of equal justice and/or community programs for young women. A recent review of federal fudning by the Grants Management Information System indicates that between 1969 and 1975:

- Only 5% of all juvenile delinquency discretionary projects were specifically female-oriented.
- Only 6% of the block juvenile grants were female-oriented.
- Few of the grants awarded for young women's programs emphasized vocational training.
- None of the grants issued was for research on the special characteristics of the female juvenile offender.

At present there is little hope that the special needs, concerns and problems of female juveniles will be addressed unless there is pressure from concerned citizens and private-sector professionals.

References:

Erikson, E., Identify: Youth and Crisis., W. W. Norton, New York, 1968.

Lazarus, A., Multimodal Behavior Therapy., Springer Publishing Co., New York, 1976.

Weber, E., "Sexual Abuse Begins at Home". Ms. Magazine, page 64. March 1977.

A2 *Panel:* STRATEGIES FOR FACILITATING DEINSTITUTIONALIZATION

Dave West, Director, Technical Assistance Division, Office of Juvenile Justice and Delinquency Prevention (LEAA), Washington, D.C.

Barbara Fruchter, Executive Director, Juvenile Justice Center, Philadelphia, Pennsylvania

Debbie Leighton, Director, DSO Project, Hartford, Connecticut

Al Shuman, Director, Department of Social Services, Superior Court, Washington, D.C.

The 1974 Juvenile Justice and Delinquency Prevention Act mandated the removal of status offenders from institutions. Some status have been more successful than others in fulfilling this mandate. In response to this variation, the members of the panel explored the following questions: Why have certain states experienced more success than other states in implementing the mandate? What strategies are necessary for facilitating such success? What alternatives will serve to replace institutionalization?

Before addressing any strategies for the deinstitutionalization of status offenders, three factors warrant consideration: the differences in the states' concern about the treatment of status offenders, the type of people within the locality, and the personnel dealing with the efforts. Mr. West identified three major trends regarding deinstitutionalization of status offenders: first, the removal of court jurisdiction for the noncriminal offender in order to remove the youth from the juvenile court system; second, limiting which children can be placed in certain facilities. The development of alternative services is one strategy to cope with the last trend. Mr. West noted that since the passage of the Juvenile Justice and Delinquency Prevention Act, the growth of alternative services has been slow and, "has a long way to go".

According to Debbie Leighton, Director of the Connecticut DSO Project supported under a Special Emphasis Initiative LEAA Grant, obstacles from the state to deinstitutionalization are more readily solved when the states realize that in order to receive money from the Act, they must comply with its mandates.

The failure of their grant to address the role of the police interfered with the deinstitutionalization efforts of Ms. Leighton's organization. There existed no mandate to divert non-criminal offenders to another part of the system so that the police automatically had to refer them to juvenile court. Presently, the DSO Project is trying to develop a plan which would authorize youth service bureaus to receive referrals of all status offenders. In summation, Ms. Leighton urged that, "in considering strategies for the deinstitutionalization of status offenders, one must be constantly aware of the barriers and hostile parties blocking your efforts. Then the organization has to work very hard to deal with that opposition to prevent them from becoming more repressive."

Al Shuman, who directs juvenile diversion programs in Washingron, D.C. provided some background about deinstitutionalization efforts to show how the political climate influences the deinstitutionalzation of status offenders. At the time Nixon became President, 300 status offenders were residing in 13 halfway houses throughout the District of Columbia area and 7 halfway houses were being established. Because Mr. Nixon regarded these offenders as criminals, he advocated "locking them up". Such politics undermined deinstitutionalization efforts for several years. Mr. Shuman noted that "to get anywhere with the deinstitutionalizatoin efforts, you have to play the power game".

The powerful judicial branch of the District of Columbia has been very helpful in focusing on the commitment to deinstitutionalization of status offenders. The judges have not hesitated to criticize the Department of Human Resources and other agencies for not providing the services mandated. Private sector advocacy groups play an important role in making the public sector more accountable for its activities. The City Council of the District of Columbia has been very receptive to deinstitutionalization efforts as well.

Mr. Shuman identified quality of service as a major factor to examine before deciding upon strategies for the deinstitutionalization of status offenders. Too often the "alternative group homes" are run by institutionalization.

Mr. Shuman suggests two strategies as alternatives to institutionalization: short-term group homes and arbitration mediation services which entail negotiating contracts between the youth and his or her family. On a larger scale, he cites the "lack of community" and parental fear of disciplining children as the most important obstacles to deinstitutionalized state offenders that need attention.

Since Mr. Shuman's organization is responsible for evaluating proposed deinstitutionalization (of status offenders) programs, cost-effectiveness and possible duplication of services are considerations which affect each application from the public and private sector. For the first time in 16 years, a real effort is underway to get the private sector into the mainstream of service. The primary goal in sorting through applications is to re-emphasize institutionalization.

Barbara Fruchter advocates legislative change as the best way to open up alternatives to institutionalization within the juvenile justice system. She cited community fear, natural conservatism, fiscal concern, and bureaucracy as some of the barriers interfering with legislative change. As Debbie Leighton mentioned previously, these barriers must be recognized and Ms. Fruchter offered a series of steps in confronting these obstacles. First, the community must be educated through speaking engagements and related means to deal with the pervasive fear, ignorance, and complacency. The second step calls for improved training methods to ensure professional staff development. Thirdly, allies should be identified, for not everyone is opposed to change.

What is key in this whole issue of change is not the way that the legislation is passed but the way that the legislation will be implemented. Here Ms. Fruchter appreciates the usefulness of community influence. However, the only way to change the values of the community regarding deinstitutionalization is to instill them with the assumption of public responsibility that Ms. Fruchter sees presently lacking.

* * *

A3 Panel: A SURVEY OF PROGRESSIVE STATE LEGISLATION AND CODE REVISIONS

Rita Mulligan, Montgomery County Criminal
Justice Coordinating Unit,
Morristown, Pennsylvania

Rick Phelps, Executive Director, Youth
Policy and Law Center, Madison,
Wisconsin

The Juvenile Justice and Delinquency Prevention Act of 1974 has proven a catalyst to much of the progressive juvenile justice legislation that followed on the state level. Youth workers across the country have discovered that, in order to improve services to youth, they must impact those legislative policies that affect youth. Thus, many citizens are influencing state legislation through the introduction and support of Acts favorable to innovative youth service development.

In the papers that follow, the progress of bills supported by youth advocates in two states, Pennsylvania and Wisconsin, is traced.

Pennsylvania

To bring Pennsylvania in compliance with the Juvenile Justice and Delinquency Prevention Act of 1974, amendment of the Juvenile Act -- Act 333 -- was necessary. Act 333 became law in December 1972 and, under this law, delinquent acts were defined as "an act designated a crime under the law of this State, or of another state if the act occurred in that state, or under Federal law, or under local ordinances; or a specific act or acts of habitual disobedience of the reasonable and lawful commands of his parent, guardian or other custodian committed by a child who is ungovernable."

Act 333 allowed for youth found to be ungovernable to be adjudicated delinquent and placed under the Court's supervision. Truancy and "running away," although considered status offenses, were not considered delinquent offenses unless ungovernability was also charged. Truants and runaways, along with neglected, abandoned and orphaned children, were defined as "deprived."

During the last two years, two major legislative actions have taken place. These actions were encouraged and supported by active youth advocates who enlisted the support of professionals, citizens, and various members of the legislature.

In 1976, PL 148 was passed. This piece of legislation amended sections of both the Juvenile Act and the Public Welfare Code. Primarily, this Act amended the reimbursement to counties (through the Child Welfare agencies) to implement community-based services for children and youth. Act 148 became effective on January 1, 1978. The Pennsylvania Department of Public Welfare, Division of Social Services, is currently promulgating regulations for the following categories of services:

- -- facility-based care
- -- community-based care
- -- group home care
- -- foster care
- -- shelter care
- -- detention
- -- day treatment services
- -- services to children in their own homes (counseling, life skills education)
- -- adoption

New shelter programs are eligible for 90% reimbursement; adoption subsidies -- 80%; community-based programs -- 75%; administration costs -- 60%; and traditional "institutions" -- 50%. Reimbursement is made to counties which have been given increased responsibility for review of agencies and their programs. Public hearings are now required for "Annual Plans" which are to be developed by each county.

In August 1977, Act 41 became law. Act 41 amends the Juvenile Act (333) in a number of ways. Two legal classes of children were created -- dependent and delinquent. The dependent category includes all children formally defined as "deprived" and includes those youngsters classified as ungovernable. Thus, status offenders have been removed from the delinquent category and cannot be detained, jailed or processed as "criminals." In addition, no child can be declared delinquent if he or she is under 10 years of age, regardless of the offense committed. Act 41 also prohibits the use of jails to house juveniles (as of December 31, 1979). No children or youth may be committed to an adult penal institution.

Wisconsin

In Wisconsin, an inordinate amount of legislative activity followed the creation of the Youth Policy and Law Center. During the two-year legislative session subsequent to the Center's formation, legislation passed which:

1. Infused due process rights for minors "voluntarily" committed under the Mental Health Act,
2. Established the state's financial commitment to subsidize counties for one-half of all non-secure shelter care costs,
3. Added $7,500,000 to foster care payments (a 65% increase), at the same time making the rates uniform throughout the state, and
4. Completely revised our 22-year-old Children's Code, thus reforming, in total, Wisconsin's juvenile justice system.

In addition, the Youth Policy and Law Center was tangentially involved in a zoning override bill which protects group homes against local zoning attacks, an expansion of the state's child abuse reporting law, and the creation of a single trial court concept for Wisconsin which elevates juvenile court from a county court to that of the highest trial court level. In addition, the state has created a statewide public defender system which will increase minors' access to legal counsel.

Although the details of each of the pieces of legislation substantially affect minors, the most significant piece to be described is the revision of the Children's Code. The following are highlights of certain sections of the bill:

A. Detention

-- removes over half of the 22,000 children detained per year in jails and secure detention centers

-- creates a statutory presumption for the release of the child at every decision point; also allows for the release of minors over 15 years of age on their own recognizance

-- requires 24-hour screening for all children brought into custody and face-to-face interviews for those recommended for secure custody

-- requires that the child be assessed of his/her rights against self-incrimination and the right to an attorney at the time of the detention intake interview

-- requires the separation of minors from adults in jail, as well as supervision, and adherence to departmental standards. It also prohibits the use of isolation cells normally used for the administrative segregation of prisoners

-- provides the right to appointed legal counsel

-- prohibits secure custody for non-delinquent children, including status offenders, with the caveat that the child who commits a delinquent act or runs away while being held in a non-secure facility can be transferred to a secure facility upon apprehension

-- limits the major use of secure facilities to delinquent youth who present a physical danger to others or who present a substantial risk of not being available for the hearing (property felonies would not qualify).

-- guarantees detention hearings before 24 hours

-- guarantees the right to written notice of the charges with a petition stating probable cause on its face to be made available at the detention hearing.

B. Jurisdiction

Court jurisdiction is clarified and tightened, with the elimination of labels such as neglect, dependency, and children in need of supervision. The new "Children in Need of Protection or Services" limits status offense jurisdiction by allowing only the parent or the child to petition the court for habitual trauncy from home. Petitioner must attest that reconciliation has been attempted and failed. Departments do not have standing to petition under this provision. The bill also allows a child over 12 to petition the court for jurisdiction if they are in need of special care and treatment and the parent refuses to provide it. The same grounds are allowed for a petition from the parents when they are unable to provide it.

C. Procedures

The bill delineates in detail court procedures and includes provisions greatly expanding the right to legal counsel (including the right to appointed counsel for non-delinquents in placement cases), imposing timetables on the length of time between hearings with a requirement of 10 days between hearings for children in secure custody and 30 days for children in non-secure custody. The bill requires that police reports be made available in total to alleged delinquents for the purposes of discovery and all relevant social work and treatment records must be available to counsel for purposes of disposition. In addition, it requires greater district attorney participation including the drafting of petitions; allows for public hearing upon request of the minor; codifies a number of Supreme Court decisions on criteria for waiver to adult courts, the accepting of pleas, and clarifies court decisions on the burden of proof. In general, the bill clarifies which person has the power and responsibility to make a particular decision and sets forth the standards to be used in making the decision.

D. Disposition

The bill states presumptions for in-home treatment and the imposition of the "least restrictive means" test on all dispositions. It requires a judicial forum for the placement of children, mandates standardized written court reports to be filed for dispositional hearings, and requires an annual review hearing for all dispositions, as well as guaranteeing the right to challenge any change of placement in the interim. The bill maintains Wisconsin's ban on the use of jails and detention centers as dispositions, but expands non-placement alternatives for the court in delinquency proceedings.

* * *

B1 Panel: CREDENTIALS: YES OR NO?

Michael Hodas, National Youth Alternatives Project, Washington, D.C.

The coalescing of professions through the credentialing of members is a growing trend. In this panel, the political response of youth workers and youth work agencies to this trend and the advantages and disadvantages of credentialing youth workers were discussed, using the following questions as framework: What would the criteria be? Who should be the credentialing agency? Will credentialing limit the innovative aspects of youth work?

The reasons for the credentialing approach were viewed from two perspectives: the perspective of the agencies "outside" of youth work agencies, and the "inside" perspective of the youth worker. The first perspective represents that of established fields, such as social work, medicine, law, etc. Youth workers encroach on the interests of these groups because their clientele overlaps. However, credentialing would place youth workers under the authority of another professional interest group, e.g., social workers, thus requiring one social worker for each youth worker and limiting the current freedom that youth workers enjoy.

Funding sources (Title XX, NIDA, etc.) also are pressing for credentialing, as are universities who would be the conduit (at a profit) for the credentialing process.

However, for different reasons, some youth workers favor credentialing. They feel that credentialing may ensure quality services, guarantee higher salaries and advancement in the field, and increase the prestige of the youth work profession.

Nancy Hite, Director of the Hennepin Area Youth Diversion Program, however, believes that credentialing will remove the youth work profession from the reality of the lives of the youth they serve. She explained, "Credentialing fosters mediocrity and focuses on the professionals rather than the clients. Life experiences are valuable for youth work, not the theoretical models offered in college curriculums with no practical solutions."

Credentialing is not the only option for youth workers. Bill Pierce, Assistant Executive Director, Center for Governmental Affairs, Child Welfare League of America, Washington, D.C., observed that the salaries of youth/child care workers have gone up 23.7% over the past 5 years, while the U.S. Consumer Index has gone up 43%. "Child care workers are exploited because they're not unionized and are in endless supply," he stated. He believes that, due to the lack of unionization, the youth-work agency also loses: youth workers burn out early or leave the agency when they have the experience that could really benefit young people. Rather than credentialing, Mr. Pierce sees unionization as the future trend for youth workers and licensing as the future for child care agencies. "Public safety is at stake," he stated, "and minimal standards for the care of children must be set."

Arguing that unionization is laden with the same problems as credentialing by outside academics, Arnie Sherman, Executive Director of the Youth Network Council, Chicago, Illinois, indicated that increased benefits for youth workers and increased accredibility can be achieved without either of the aforementioned methods. "Youth work coalitions or state associations of youth workers can do the credentialing of their own affiliates," suggested Mr. Sherman.

And, to control the quality of youth services, Ms. Hite suggested that youth workers could collaborate.

* * *

B2 Panel: DEINSTITUTIONALIZATION OF MINOR OFFENDERS

Barbara Sylvester, Acting Chairperson, National Advisory Committee on Juvenile Justice and Delinquency Prevention; Member, South Carolina Board of Youth Services, Florence, South Carolina

Hon. John Peyton Collins, Presiding Judge, Pima County Juvenile Court, Tucson,

Arizona

Hon. Katsugo Miho, District Family Judge, First Circuit Family Court, Honolulu, Hawaii

Dr. Jerome Miller, Executive Director, The National Center for Action on Institutions and Alternatives, Washington, D.C.; Member, National Youth Alternatives Project Board of Directors; Former Commissioner of Youth Services in Massachusetts, Illinois and Pennsylvania

Mark Thennes, Assistant Director for Advocacy, National Youth Alternatives Project, Washington, D.C.

The 1974 Juvenile Justice and Delinquency Prevention Act mandated the deinstitutionalization of status offenders, a controversial requirement for many professionals involved in the juvenile justice system. Thus, the idea of deinstitutionalizating minor offenders is highly contested.

One fear often expressed about minor offenders is that, with all the attention focused on status offenders, the minor offender will be lost in the cracks of the juvenile justice system. Alternative treatment available to minor offenders is sparse and often inadequate, where it does exist. Often minor offenders are mixed with serious offenders in institutions where the only treatment available is the proverbial "crime school." However, the alternative to being placed in institutions with serious offenders -- being placed in alternative treatment centers with status offenders -- often is interpreted as going against the mandates of the Juvenile Justice and Delinquency Prevention Act.

The courts' involvement in the treatment accorded minor offenders is crucial. Few advocate removing minor offenders from the juvenile court, but many youth advocates believe that a social service/treatment approach is needed, rather than an institutional/punishment approach.

* * *

B3 Panel: HOW FEDERAL YOUTH POLICY IS MADE

Peg Jones (Moderator), Executive Director, Coalition for Children and Youth, Washington, D.C.

John Rector, Administrator, Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, Washington, D.C.

Gordon A. Raley, Legislative Associate, House Subcommittee on Economic Opportunity, U.S. House of Representatives, Washington, D.C.

Ellen Hoffman, Director of Government Affairs, Children's Defense Fund, Washington, D.C.

This panel discussed the various forces in American political life that influence the federal youth effort. The lack of a Federal youth policy is largely due to these political forces. Essentially, youth policy on the federal level is divided among four groups: the Congress; The Office of Juvenile Justice and Delinquency Prevention, LEAA; the Youth Development Bureau, Department of Health, Education and Welfare; and the Office of Youth Programs, Department of Labor. Each of these agencies has its own special self-interest in keeping areas of youth policy in their agency. Thus, a merging of these different political forces would be difficult, at best.

The policies that are determined by these agencies, however, can be influenced. Essential to impacting policy is for the advocate to be well-informed on the issue of concern, perhaps to become an information source on that issue for the agency. Having a definable, active constituency that the advocate represents also is helpful in approaching federal policy-makers: a coalition of 400 youth work programs carries more weight collectively with the policy-makers than do 400 unorganized indiviuals. Finally, the timing of impacting policy is crucial. Knowing the process that legislation takes through Congress and getting involved on the ground level is integral to effective influencing.

* * *

B4 Panel: YOUTH ADVOCACY, MODELS AND METHODS

Marion Mattingly, Citizen Advocate, Bethesda, Maryland; Member, National Advisory Committee on Juvenile Justice and Delinquency Prevention

Budd Bell, Legislative Chairperson, National Association of Social Workers, Florida Chapter, Tallahassee, Florida

Jim Miller, Executive Director, Indiana Juvenile Justice Task Force, Indianapolis, Indiana

David Steinhart, Deputy Director, Social Advocates for Youth, San Francisco, California; Staff, California Child,

Youth and Family Coalition

Advocacy has become more than a seldom fulfilled ideal of youth work agencies; it has become an integral function of many organizations concerned with youth. According to Budd Bell, advocacy may be defined as the:

> "exertion of influence by a group in the arena of public policy for the purpose of eliciting change or causing veto of proposed change for the benefit of a particular class or group of interests."

Because youth advocates often lack the funds needed to organize an alliance and pay for a full-time lobbyist in the state legislature, they must influence policy-makers by the number of active supporters in the coalition. Money to initiate an advocacy group is sometimes available through federal agencies. For example, in Florida, a child advocacy group was initiated in 1976 through funds from the Law Enforcement Assistance Administration (LEAA).

To initiate the youth advocacy coalition in California, Social Advocates for Youth David Steinhart and a few other youth workers invited youth service providers from across the state to a meeting. At that meeting, by-laws of the coalition were established. If the coalition was to be more than a paper coalition, however, funds were needed. Explained Mr. Steinhart, "The 1977 Amendments to the Juvenile Justice and Delinquency Prevention Act provided funding for advocacy. We received a grant to staff the coalition." Social Advocates for Youth now pays an advocate to work half-time at the State Legislature in Sacramento. Members of the coalition support the paid advocate by talking with their local legislators about bills concerning youth. The technique that the advocate employs is crucial to his/her success. The advocate must talk calmly with the legislator and know the facts that are needed to support his/her point of view. Passing faulty information to a legislator causes the politican to appear foolish and virtually guarantees a staunch opponent to future youth legislation.

The success of the youth-worker alliance depends upon the strength of its supporters. As Marion Mattingly stressed, advocates educating other citizens to the importance of juvenile justice issues is a virtually costless but very effective method of gaining support. Methods of education include: one-to-one contact; mini-courses on advocacy and youth participation through the schools and/or community centers; and public service announcements and other information publicized through the media. Senior citizens should not be overlooked as youth advocates. According to Ms. Bell, in a number of states, the Grey Panthers are helping with juvenile justice issues.

Youth can be very effective as their own advocates, testifying on juvenile justice issues in the legislature or merely observing a legislative hearing. And, finally, it should not be forgotten that youths often have their own personal contacts with legislators.

Another source of support for youth advocates are those people who work within the juvenile justice system. These individuals are excellent sources of the information and statistics needed to impress legislators. According to Ms. Bell, "The Hatch Act often is used as an excuse by civil servants for not going to the legislature; however, the Hatch Act is now so liberalized that virtually no amount of activity that you can possibly operationalize can jeopardize you."

Often, different groups, such as the Grey Panthers, youth, and civil servants will band together over certain juvenile justice issues, thus forming a strong but temporary alliance. Ms. Bell believes that, "the most effective group of advocates for youth issues may be in the form of temporary alliances, rather than set coalitions. Alliances formed on an issue-to-issue basis eliminate the internal bickering that often is present in coalitions."

Jim Miller's Indiana Juvenile Justice Task Force is three years old, has 5,000 members in 36 chapters in 36 communities. According to Mr. Miller, youth workers too often view advocacy in terms of values, thereby excluding those persons who, although their values may differ, could be helpful.

In order for youth advocates to be effective, Mr. Miller stressed that they must do their "homework." They must find out:

1. Where does the organization stand on different policies?
2. Where do the decision-makers view themselves and you in relation to themselves?
3. What are your specific goals? Delineate these goals and how to accomplish them.
4. What are your expectations? What can realistically be accomplished by your supporters? Are they in concert with your goal?
5. What is the level of commitment in your organization? Will the group that you belong to maximize the change that you're trying to bring about?

Mr. Miller advised youth workers to, "be aware, in coalition building, where your bedfellows are coming from and where they're really committed. Advocates don't have time to fight each other within their agency. You must keep in mind that you have a larger agenda."

Local alliances that feed into a state-wide alliance of youth advocates also is a valuable structure to facilitate influencing policy. In Florida, there are 22 counties involved in the child advocacy alliance. Thus, in 22 counties in the state, bills that are detrimental to the welfare of youth can be thwarted before they are enacted as state law. Or, bills that are beneficial to youth can be supported at the local level and then enacted on the state level, after which time the benefits of the legislation return to the local communities.

Because advocates need successes to feed and grow upon, projects involving the accountability of the juvenile justice system are rewarding. In Florida, the Child Advocacy Project has trained 300 citizens to monitor the actual physical plant of detention centers. The Florida Children in Adult Jails Project utilizes citizens to look at the architectural separations in jails, learn the guidelines that should be followed, and recognize those that are being flouted.

Although lack of money to press class action suits is a great problem for youth advocates, Ms. Bell offered the following solution: "When advocates do not have the money to press a class action suit, they can use the administrative procedure route. Social services that are mandated have procedures and guidelines that are legally spelled out in each state. If a charge (such as prevention of child abuse) is not being operationalized, then the advocate can go in class action to the administrative procedure department. This is the kind of system savvy that advocates must learn."

In the case of a state that does not yet have an alliance of child advocates, Mr. Steinhart advises that individual youth workers write letters to their legislators on juvenile justice issues.

* * *

B5 *Panel:* YOUTH AND SUBSTANCE ABUSE

Judith Katz-Leavy, Chief, Youth Education
Branch, Division of Prevention,
National Institute on Alcohol Abuse
and Alcoholism, Rockville, Maryland

Although the substance may vary, the problem of youth and substance abuse remains constant. For different reasons, youth from across the country, from urban and rural areas, from rich and poor families, continue to turn to drugs and alcohol.

In the paper that follows, Judith Katz-Leavy, Chief of the Youth Education Branch, Division of Prevention of the National Institute on Alcohol Abuse and Alcoholism (NIAAA), describes her agency's plans and priorities for dealing with the problems of alcohol abuse.

"The National Institute on Alcohol Abuse and Alcoholism has adopted the public health model as a basic framework for categorizing alcohol problems and describing prevention strategies. Thus, we are concerned with the host (the individual drinker), the agent (alcohol, its availability, price, etc.), and the environment (the social, cultural, and legal structure of a given community in which drinking and drunkenness occurs). The Institute has begun to sponsor research in each of these three areas.

"We are attempting to learn why some people in certain life situations are susceptible to certain alcohol problems while others are not, how individuals and groups develop various drinking patterns, and what factors are critical to influencing individuals to change negative patterns or maintain positive patterns. Though no studies are currently being funded in this area, the NIAAA is also interested in studying the impact of changes in the availability of alcohol itself. This might include such strategies as reducing the proof of an alcoholic beverage, raising the price through taxation, reducing the availability through limiting outlets, hours of operation, etc. In the third area (environment), the Institute is encouraging studies of the social, cultural and legal environment that fosters heavy problem drinking.

"Using the public health model as a conceptual framework, the Institute has developed a comprehensive prevention policy which will become part of the National Strategy Plan to Combat Alcohol Abuse and Alcoholism.

"The Institute, though concerned with medical consequences such as cirrhosis of the liver, by no means proposes to use cirrhosis as the sole indicator of the level of alcohol problems in this country. Social problems are recognized as an integral part of the mandate of this Institute. In this regard, a range of alcohol problems has been identified by using the "disaggregation" approach described by Robin Room. This method separates or "disaggregates" the various alcohol problems generally found under the rubric of alcohol abuse and alcoholism and thus facilitates the development of prevention and intervention strategies directly related to the solution of specific problems.

"Through disaggregation, it is possible to take a specific problem such as alcohol-related motor vehicle accidents and approach its solution by intervention at each of the three levels described above: host, agent and environment. Specific messages may be directed toward the drinking driver as well as toward his close associates. The highway environment can and has been altered through such innovations as seat belts, safety locks on car doors, median barriers and impact absorption materials on dashboards. The agent itself -- alcohol -- also needs further exploration; for example, dealing with the number of drinking opportunities a motorist encounters on the road, each presenting an open invitation to drink and drive.

"The complexity of preventing alcohol problems is apparent, and it offers us a fertile ground for continued research and experimentation in a wide range of disciplines."

* * *

C1 Panel: INNOVATIVE YOUTH EMPLOYMENT PROGRAMS

William Jones, Coordinator, PEPSY Youth Employment, Cincinnati, Ohio

Juvenile delinquency prevention has been a topic of national concern for half a century, yet it remains an enigma. Its causes are complex, intervention strategies often haphazardly applied, and measures of "success" fragmentary and inconclusive. What is certain, however, is that the incidence of juvenile crime has skyrocketed in recent years: from 1960 to 1974, youth arrests for all crimes rose 138 percent. Similarly, unemployment rates for teenagers have been consistently increasing and are substantially higher than those for adult workers.

The National Advisory Committee on Standards and Goals in its reports on juvenile justice and delinquency prevention noted that virtually all juvenile delinquency researchers agree that unemployment and underemployment are primary factors contributing to delinquency. Furthermore, the lower the level of education achieved by an individual, the more likely that that individual may be involved in criminal activities.

Typically, low-income inner city youths are the most frequently adjudicated delinquents. These are the youngsters who often seek part-time employment while in school and, discouraged by their lack of success, drop out in the hope that a full-time job will be easier to obtain. Dropping out further hinders their employment chances, for these youths are simply unskilled laborers often competing with older workers for a minimum wage.

It is this population that Preparation and Employment Program for Special Youth (PEPSY) is designed to serve. By requiring school enrollment and providing a meaningful work experience, PEPSY aims to increase educational skills, to provide needed income and work skills, and ultimately to reduce the correlation between delinquent behavior, unemployment, and lack of education. The success of PEPSY in serving these delinquent and problem youngsters is proof that such youngsters can be helped.

C2 Panel: STATUS OF THE IMPLEMENTATION OF THE JUVENILE JUSTICE DELINQUENCY PREVENTION ACT

Gwen Holden, Program Coordinator, National Conference of Criminal Justice Planning Administrators, Washington, D.C.

In 1974, the Juvenile Justice and Delinquency Prevention Act was passed by Congress. The Act was amended in 1977 to catalyze further reform activity within the juvenile justice systems of states and territories. This workshop addressed the success which the Act has experienced as well as some of the issues that remain unresolved.

The deinstitutionalization standard established through federal legislation has raised concerns regarding how best and most beneficially status offenders and non-offenders, such as dependent and neglected youth, may be treated by the criminal justice and social service communities. A key question emerging from this issue asks what role institutionalization should play in the treatment of troubled youth. The juvenile justice legislation has had its greatest impact in the states and territories which have passed reforms to prohibit the institutionalization of status offenders and non-offenders, the expansion of the numbers and types of residential and non-residential community-based programs available for placement of troubled youth as alternatives to their institutional confinement, and a realignment of state and local criminal justice and social service resources to de-emphasize the role of institutionalization as a treatment alternative.

The twin objectives of the Juvenile Justice and Delinquency Prevention Act, deinstitutionalization and a requirement separating places of confinement for adults and youth, have experienced marked progress in their implementation. If the legislation had not been passed, much of the reform activity would not have occurred so readily, primarily with respect to deinstitutionalization.

The Act must be reconsidered as a measure which not only sets forward certain national standards, but which establishes specific criteria of a time frame, levels of achievement within this time frame, and the monitoring of such achievement for these standards. It is recognized that a number of these areas are open to interpretation and call for administrative clarification. However, it is the writer's belief that the State Planning Agencies, which are charged under the Act with the primary responsibility for administering its provisions, are devoting far more attention to the resolution of administratively generated conflicts than they are to the development and installation of alternative care programs. Participation in the Juvenile Justice and Delinquency Prevention Act and its program of federal assistance has boiled down to an issue of whether or not a state, its advisory group, and its State Planning Agency can cope with the guidelines and operational practices of the Office of Juvenile Justice and Delinquency Prevention rather than whether deinstitutionalization and separation of confinement facilities can be achieved. State and territory participation in the Act bind them to the achievement of national standards as well as compliance with the requirements and guidelines generated by the Office of Juvenile Justice under the authority of the Act. If the states and territories cannot conform to the regulations of the Office, the obligation can be declined despite any standing commitment of a particular state or territory to the greater purposes of juvenile justice legislation. Obviously, the implementation of Congressional legislative mandates must be supported through some body of administrative requirements. However, it seems unfortunate when these administrative requirements become the central focus in determining whether achievement of legislative mandates can be realistically attempted. Much of the future success of the Juvenile Justice and Delinquency Prevention Act depends on the resolution of such administrative problems.

* * *

C3 Panel: YOUTH LEGISLATION AND THE CONGRESS

Josie Gittler, Chief Counsel, Subcommittee to Investigate Juvenile Delinquency, U.S. Senate, Washington, D.C.

Susan Grayson, Staff Director, Subcommittee on Employment Opportunity, U.S. House of Representatives, Washington, D.C.

James Moran, Professional Staff Member, Appropriations Committee, U.S. Senate, Washington, D.C.

There are several reasons why youth-related legislation often is afforded low priority in Congress. First, youths are not considered a viable or valuable constituency for Congresspersons to cultivate. Most youths are not old enough to vote and have little or no economic power in the country, thereby yielding little influence over politicians. Second, youths and youth workers in the past were not organized into effective advocacy groups. Some politicians have been turned off to youth-related legislation by the stereotyped youth who enters his/her office demanding action instead of following the sophisticated political maneuvering that is necessary. And, finally, some members of Congress associate all youths with juvenile delinquents and few are willing to spend their constituents' money on programs that will benefit an unpopular element of society. Rather, the punishment or "lock them up" mentality persists.

* * *

D1 Panel: COMMUNITY-BASED PROGRAMS AS AN ALTERNATIVE TO INSTITUTIONALIZATION

Sandy Krell, Director, Community Resources for Youth, Palos Park, Illinois; Chairperson, Youth Network Council

Mary Degonia, Director, Los Padrinos, San Bernardino, California; Chairperson, California Child, Youth and Family Coalition

Bruce Maki, Director of Counseling Services, Southwest YMCA, Chicago, Illinois

Larry Schmidt, Outreach Coordinator, United Action for Youth, Iowa City, Iowa

Since the enactment of the Juvenile Justice and Delinquency Prevention Act in 1974, many states have relied increasingly on community-based programs as an alternative to the institutionalization of status offenders. Such programs keep the youth in the community to which he/she eventually will return and allow an opportunity for the youth's family to participate in treatment. For the same reasons, community-based facilities also would be a viable alternative for minor and serious offenders, although the resistance from the community most likely would have to be surmounted.

In community-based programs, youths have the chance to interact with their peers and counselors on a more personalized level, rather than in the impersonalized atmosphere of a large detention center. Individual attention can be given to the youth who needs it when he/she needs such attention. And, in a community-based program, status offenders and minor offenders are less likely to receive the crime training that they would receive in a larger institution that houses more serious offenders. Finally, most community-based programs are treatment-oriented, rather than punishment-oriented like large institutions.

There are, however, limits to the effectiveness of community-based programs. They are not easy to maintain. Staff turnover is usually high, providing inconsistency for youths whose lives have already been quite confusing. Salaries for staff are low, possibly causing a decrease in the qualifications of people willing to work in such programs. Finally, funding is a constant problem for the private, non-profit community-based agency, often requiring time that should be given to the clients.

D2 Panel: ORGANIZING A STATE-WIDE YOUTH WORK COALITION

Joe Diament, Director, Junction Youth Resource Center, Barrington, New Hampshire; Founder, New Hampshire Federation of Youth Services; Member, National Youth Alternatives Project Board of Directors

In order to organize a state-wide youth-work coalition, the organizers must consider that their coalition will seek to address both indirect and direct service issues. The direct service recipients of a state-wide coalition are its members (programs or individuals) who benefit from new service information, skill development training, etc. The indirect services benefit the same recipients via increased funding for youth programs, enactment of progressive legislation geared at improving the status of youth, and coordinated planning and evaluation of youth service systems.

Inherent in the networking process is the sharing of information, skills and knowledge by various programs and their staffs. Such sharing increases the capability of youth workers by enhancing self-confidence and promoting camaraderie. This, in turn, creates solidarity around advocacy issues. Lobbying is significantly more effective when conducted by people confident of the numerical and substantive support of a state-wide coalition. Coalitions also are influential when issues such as the credentialing of youth programs and workers arise. State coalitions can strive to ensure that youth workers play the dominant role in establishing the standards for credentialing. A coalition may even become the credentialing body.

Deciding to commit oneself to organizing a state-wide coalition requires a rather speedy resolution of a possible conflict: whether to have a lateral or hierarchical process of organizational development. This conflict may be resolved by developing a synthesis of the two possible structures that is appropriate for the state in question. As a general rule, the organizer(s) must view themselves as a vanguard and accept the responsibilities of leadership.

The key responsibility is the setting of organizational goals to enable the potential membership to conceptualize the organization's purpose and focus on their benefits from involvement in the coalition.

The next step is a broadening of the leadership structure. This is a tedious process that requires decisions regarding the type and number of people to govern the coalition, as well as the structure used in governing the organization. This will usually require several meetings to weed out people with "knee jerk" responses to issues and those who do not seriously accept the commitment required in organizing. This "weeding out" can take place in meetings on finalizing the organizational goals and objectives. At this stage, it is fairly easy to discern people who are not dedicated to "systems change."

Having a somewhat crystalized leadership enables the next stage, which consists of a dual thrust: grass roots organizing and high profile development. Some tools applicable to this stage include publishing a periodic newsletter and organizing a low-cost, high energy, one-day conference. A variety of techniques are available to organizers who choose this course of action, ranging from classical organizing maneuvers to sophisticated public relations.

The final short-range goal should be securing enough funding to establish a centralized office. The office can begin to strive towards the organization's remaining goals by delivering the services set forth and continuing to organize. Funding is available on the federal, state, and local levels. It should be noted that some technical assistance can be made available to organizers through NYAP's affiliation program.

* * * * * * * * * *

E1 Panel: AN EXAMINATION OF SOME INNOVATIVE DIVERSION PROGRAMS

Michael Zimmerman, Deputy Director, Project HEAVY/San Fernando Valley, North Hollywood, California

Various types of diversion programs are increasingly utilized as alternatives to the institutionalization of minor offenders. One such program, Project HEAVY/San Fernando Valley (Human Efforts Aimed at Vitalizing Youth) is a non-profit corporation initially funded by the Law Enforcement Assistance Administration (LEAA), through the Los Angeles Regional Criminal Justice Planning Board and the City of Los Angeles Office of Criminal Justice Planning. The Project's primary objectives are to develop, implement, monitor and evaluate a network of youth and family service programs to divert delinquent and crime-prone youth, ages 13-18, out of the traditional juvenile justice system and into community-based, non-judicial alternative systems. In this fashion, some of the negative effects of jails, prisons, and community-based corrections -- rejection of dominant community values and development of true criminal skills and lifestyles -- are eliminated. In order to divert these youth, Project HEAVY developed an empirical basis for understanding the factors which impact the diversion process so that the quality, mode and outcome of delivered services could be enhanced while minimizing the costs.

During three years of project operation, innovative concepts have been initiated and plemented effectively:

1. A network of diverse mutually cooperative youth service programs throughout the Project's catchment area: 25 community-based service programs were awarded purchase of service contract through a competitive request for service process. At the center of this constellation of programs, Project HEAVY provides central coordination and technical assistance in program development, operations, fiscal accountability, data acquisition and program effectiveness. Each program is assigned a primary liaison from Project HEAVY/ San Fernando Valley to lend technical assistance and to conduct program monitoring and evaluation on a daily and weekly basis. A formal semi-annual evaluation is conducted by a team of central administrative staff, each one responsible for a different aspect of the program: management and service operation, accountability of services, quantity and quality of service documentation and fiscal management. The diverse services provided by the network programs include: youth employment services, on-the-job training, social adjustment guidance, counseling, psychiatric diagnosis, substance abuse rehabilitation, day treatment, educational services, and recreational services. Inter-network referral of clients for appropriate services is encouraged and commonly practiced.

2. Computerized Data Collection System: A computerized data collection system was specifically designed and programmed for Project HEAVY/San Fernando Valley to meet the basic requirements of data acquisition stipulated by funding sources and to meet the needs of the Project's monitoring, evaluation and research purposes. The uniform system -- client record-keeping and computer input documents with uniform codings -- has been utilized throughout the network programs. This system has proved its effectiveness and usefulness in monitoring and evaluating the 25 network programs and the 7,000 youth and their families who have received services from these programs in the past 2-1/2 years. The system also has served as the model program for social service programs throughout the State of California and the nation.

3. Fee-for-Service Concept: The fee-for-service process is operated on the concept that the service provider agencies will be reimbursed monthly according to the quantity of service they provided during each reporting period. This process, versus the block-grant process, not only ensures the accountability of services submitted by the programs for reimbursement, but also allows Project HEAVY to monitor the units of service being reimbursed on a monthly basis. Any deviations thus can be detected and corrected immediately. The process also encourages the service provider agencies to enforce their in-house monitoring system and to render high quality and quantity of services in order to fully utilize the total contract dollar amount awarded to them.

4. Creative Youth Service Programs: Some very innovative programs also were implemented:

(a) Summer youth employment community conservation programs -- 300 youth referred by the juvenile justice system were hired to operate a community conservation project for low-income senior citizens. Their tasks include housing renovation, home beautification, and landscaping.
b) 24,000 square foot mural project -- Eighty ethnically mixed delinquent youth were hired to design and paint a 24,000 square foot mural, under the supervision of a group of artists, depicting California scenes and ethnic histories. The project has increased the youths' cultural awareness and created an opportunity for the youth to interact with others from different ethnic backgrounds. Because of their participation in the community beautification project, the youths' community pride has increased.

(c) Exotic animal affection training program -- A group of 20 justice system referred youth were provided with skills in exotic animal affection training and caretaking of the animals. This provided the youths with skills in communicating with the exotic animals and in expressing their affection. These skills, henceforth, increased their abilities in communicating with their fellow human beings.

(d) Wilderness survival program -- The program taught wilderness survival skills in the Sierra Mountains to troubled youth. Through the teaching of wilderness survival skills, the program has trained these youngsters in self-improvement, self-worth, group decision-making, and group dynamics.

(e) Radio operation broadcasting training program -- The radio operation broadcasting project was established by KCSN radio station at California State University at Northridge, in cooperation with San Fernando High School. These youngsters will graduate from the training program with a certified Federal Communications Commission Class III license and will be prepared for a career in the radio broadcasting industry. These youth also will be involved in designing and operating a radio station at San Fernando High School, broadcasting to the campus as well as surrounding communities.

5. Uniformed Monitoring-Evaluation System for City/Countywide Juvenile Diversion Projects: A uniform data collection system for all juvenile diversion programs citywide has been determined to be the most effective process to measure the impact of diversion. Therefore, Project HEAVY/San Fernando Valley has worked closely with other juvenile diversion programs in the City and County of Los Angeles, the Los Angeles Office of Criminal Justice Planning Board, and the City of Los Angeles Office of Criminal Justice Planning to develop a uniform monitoring and evaluation system. During this process, Project HEAVY/San Fernando Valley's computerized data collection system has been used as a model

Client evaluation and follow-up studies indicate that the youth involved in Project HEAVY seem to have increased their self-esteem and self-concept and improved their relationships within the family structure.

****

E2 Panel: GOVERNMENT FINANCIAL MANAGEMENT STAFF TALK ABOUT COMPLIANCE AND ACCOUNTABILITY

Molly Marshall, Administrative Director, National Youth Alternatives Project, Washington, D.C.

Norman Goldstein, Chief, Policies and Procedures Branch, Division of Grants and Contracts Management, Office of Human Development Services, HEW, Washington, D.C.

Michael Lynch, Chief of Financial Management, Grants and Contracts Branch, Office of the Comptroller, LEAA, Washington, D.C.

Hazel B. Strother, Systems Accountant, State and Local Systems, HEW, Washington, D.C.

Youth workers are generally aware of the programmatic requirements of federal funding sources, but are often unprepared for the fiscal reporting requirements. Representatives of several grants and contract management offices discussed such issues as: financial criteria used to select or eliminate proposals for competitive contracts and grants; the types of funds or in-kind services allowable as match; the most common problems in fiscal management of local service grants; and how to be prepared for a federal audit.

****

G1 Panel: ORGANIZATIONAL AND DEVELOPMENTAL PROBLEMS OF STATE-WIDE COALITIONS

Ken Young, Executive Director, Youth Services of Grady County, Chickasha, Oklahoma; Founder and Past President, Oklahoma Association of Youth Services

The problems of initiating and maintaining state-wide youth work coalitions are many. Financing the venture is the initial problem, especially in large states where vast distances must be covered in order for the programs involved to meet. From that point, the problems separate into three areas: public relations, management and advocacy.

In the first area, public relations, the concerns are related to activities for three groups: drumming up enough interest from youth work programs to join the coalition, gaining community support for the coalition, and overcoming governmental obstacles to forming a coalition. After enough support has been won from the coalition constituency, the next problem a budding coalition has is that of effective management. Leadership, under whatever structure acceptable and workable with the members in the particular state, is essential for a strong coalition. It is at this point that internal squabbling poses the greatest danger, potentially dissolving the coalition in the wake of blatant self-interest of differing programs. If this major obstacle can be cleared, the remaining obstacle: advocacy -- how to do it effectively -- may be a relatively simple task. Technical assistance for advocacy is readily available from groups such as the National Youth Alternatives Project. The political impotence of youth work coalitions has often proved doubly destructive -- the loss of a vote on an Act in the state legislature that the coalition supported is sometimes misinterpreted as signalling the end of effectiveness of the entire coalition.

The Oklahoma Association of Youth Services was incorporated in 1975 when 25 agencies banded together and adopted the following mission and purpose statement:

Youth Services in Oklahoma

"The purpose of this Association shall be to insure quality services and provide a voice of advocacy for the youth of Oklahoma. To provide effective coordination and communication to Youth Service programs in Oklahoma. To provide quality in-service training for members and to provide technical assistance and consultation to Youth Services programs and other Youth Service agencies. To pursue stable funding for Youth Service programs of Oklahoma."

Currently, the Oklahoma Association of Youth Services membership is composed of 26 community-based agencies.

The majority of Youth Service agencies provides individual, family and group counseling, crisis intervention services, tutoring, parent education programs, and youth effectiveness and teacher effectiveness training courses.

Over one-third of the agencies provide services directed toward employment of youth, while almost one-half provide recreation programs. Seven agencies have alternative schools.

There are 20 member agencies that operate temporary emergency shelters for children. These shelters are designed to provide care for children who are not delinquent but who are statutorily defined as "children in need of supervision" or "dependent and neglected."

Most of the Youth Service agencies receive their primary revenue through contacts with DISRS, for Title XX funds, and the Oklahoma Crime Commission, for LEAA funds. Contracts are negotiated annually. Most Youth Service agencies must raise from within the communities they serve at least 30% of the total dollars required to operate their program. Sources of matching funds include county government, foundations, and local contributions from private or community service agencies, i.e., United Ways, civic and religious groups.

****

G2 Panel: A REVIEW OF SOME YOUTH PARTICIPATION MODELS

Chris Magnus, Public Relations Coordinator, Three O'clock Lobby, East Lansing, Michigan

Charles Atwell, Center Coordinator, Middle Earth Youth Services, Silver Spring, Maryland

Mike McGrevy, Member, Task Corps Advisory Board, Middle Earth Youth Services, Silver Spring, Maryland

Julie Bonfiglio, Board member, Aunt Martha's Service Agency, Park Forest, Illinois

John Connolly, Senior Counselor, The Center for Youth Services, Inc., Rochester, New York

Sue Schneider, Executive Director, Youth in Need, St. Charles, Missouri

In this panel, youth and youth workers from several community-based organizations presented ways in which young people are involved in the plans, policies, and programs of their particular agency. Hindrances to active youth participation, especially tokenism, were discussed, along with possible solutions.

The Three O'clock Lobby is organized and run totally by young people with adults merely assisting them in their efforts. After the idea for a lobbying group was initiated by a teen member of the Office of the Michigan Juvenile Justice Commission, a group of interested youth established the Lobby in November 1976. Because the Office supports youth participation, they worked with these youth to form the Lobby. The Office has provided suggestions to the Lobby in areas such as funding, but has never set down regulations on how the Lobby should be run. Thus, the youth participants have learned by experience how to manage and operate such an organization.

The Three O'clock Lobby maintains two components, a social service component and a youth lobby. The social service component consists of a WATS line which youth can use to obtain information on their legal rights concerning their families, schools, communities, jobs, and relations with the police. Furthermore, youth can write or call the Lobby to receive information about current decision-making in the state legislature and agencies that have an impact on youth, and ways that these youth can become involved with legislative decisions are suggested.

The lobbying component is not a lobbying group in the legal sense because the organization cannot afford and does not choose to follow the many regulations required for a legal lobby. Lobbying issues are determined through the Steering Committee, which any young person in the state may join. The Committee, which meets every 2-3 weeks, consists of over 20 youth members, three-fourths under age 18 and one-fourth ages 19 and 20. Adults are welcome to attend the meeting and provide ideas and comments; however, they carry no official voting power. During the meeting, the Committee discusses various issues, chooses which ones they want to take a position on, and decides what that position will be. During the revision hearing for the Juvenile Code of Michigan, the Lobby wrote testimony and testified at committee hearings on the Lobby's perceived need for code change. The Lobby has also commented on the Michigan Comprehensive Plan, which deals with restructuring the State juvenile justice system, and has advocated the inclusion of the deinstitutionalization of status offenders within the plan. In addition, the organization lobbied for the use of state monies to be allocated for expanded youth job programs in the state of Michigan. While arguing against legislation on raising the drinking age from 18 to 19 or 20, the Lobby became identified as the foremost group opposed to this age change. At a press conference attended by media representatives throughout the state, the Lobby cited facts (obtained through the Chief Statistician of the Secretary of State) that proved the incidence of alcohol-related accidents occurred no more among teenagers than any other age group. Because of these efforts, the Lobby was instrumental in keeping the drinking age at 18.

Chris Magnus, Public Relations Coordinator of the Three O'clock Lobby, feels that too often youth participation signifies tokenism. Both adults and youth think youth incapable of participating on any level other than simply voicing their opinions. However, youth can and should go beyond just giving voice to their opinions. They should deal with finances, public relations work, and all other areas traditionally controlled by adults.

Mr. Magnus added that, "on-the-job participation gives youth more control of the organization as well as makes the organization look better by showing an open-mindedness about allowing youth to be a part of the decision-making process. The adult members need to be patient and willing to make an effort to include youth since they cannot expect the youth to come forward easily and immediately pick up on the knowledge and skills required for their positions. Paving the way for youth participation boils down to how well the organization's members communicate with young people. The process works in reverse as well, for the youth must display determination, a desire to get information, and a strong will."

Charles Atwell, Center Coordinator of Middle Earth Youth Services, first became involved with the organization as a youth participant. According to Mr. Atwell, "in order to increase youth participation, an organization must be flexible enough to utilize youth input, both formally, through an advisory board, and informally. At Middle Earth, the staff members attempt to have service recipients become participants in the delivery of services. The organization works constantly to attract youth to its services. It helps greatly when we can enlist a youth interested in servicing and recruiting other peers." Mr. Atwell sees the "non-traditionally involved" youth as the most challenging group to engage as participants. Their involvement with Middle Earth must be interesting so that their participation will be more meaningful than just voicing an opinion. Input from youth should be followed through with an attainable end result.

Michael McGrevy has been serving as a youth participant for three years on the Middle Earth Youth Services Task Corps Advisory Board. The Board is composed of 10 teens who meet twice a month to discuss plans for youth services. In response to community needs, the Board initiated a peer tutorial service, a Homebound project for homebound aged, and a Christmas toy project for disadvantaged children. After the Board meets and before carrying out any plans, they check back with the staff at Middle Earth to inquire about restrictions and budgeting considerations.

In addition to the Advisory Board, the service recipient can provide input to Middle Earth in informal ways. Staff members are always receptive to any suggestions made by the youths and encourage them to implement their ideas, utilizing Middle Earth's facilities. For example, coffeehouses at Middle Earth have become quite popular after a group of teen recipients formulated and carried out plans for the first coffeehouse.

Julie Bonfiglio, a peer counselor and Board member of Aunt Martha's Service Agency, is also a member of the 15-person Steering Council of the National Network of Runaway Youth Services. Explained Ms. Bonfiglio, "Aunt Martha's started out about five years ago after a group of kids felt the need to establish a drop-in peer counseling service. The agency operated a few nights a week and drop-in kids were counseled by a youth and adult team." As the center became more popular, Aunt Martha's expanded its services to include a group home for female wards of the state and a health center providing pregnancy tests, venereal disease tests, gynecological services, and contraceptive services.

Youth participation is an integral aspect of Aunt Martha's. Youth have input into every decision. For example, when the need for a staff position arises, the youths formalize the position requirements. In addition, the 20-member Board is made up of 50% youth. Because of Aunt Martha's effective communication network, Ms. Bonfiglio indicated that she had never experienced treatment based on tokenism: "I always feel free to provide input at Aunt Martha's as well as at National Network of Runaway Youth Services and staff members are usually receptive to hearing my ideas."

Mr. Connolly mentioned that a number of well-researched publications have outlined the principles of and guidelines that are necessary for the development and implementation of effective youth participation programs. These programs enhance youth development by facilitating a sense of competence, usefulness, belonging and potency for the young people involved.

For a community-based, multi-service youth agency such as Mr. Connolly's organization, publications of this kind can be received with mixed feelings. On the one hand, they exude a sense of hope: "Yes, indeed, youth involvement can, and does, work." On the other hand, they can become a source of anxiety and frustration: "Why do we have so much trouble with our program?"

Since their inception in the late '60's and early '70's, many such agencies have experienced a great deal of difficulty in maintaining or expanding their youth involvement programs, and have spent numerous hours and meetings trying to recapture the enthusiasm and participation that many of them originally had. The persistence of difficulties has led to staff frustration, conflict, guilt, and attitudinal change about its worthfulness and viability.

It appears that some of the difficulty has arisen because the idea of involving youth in the operation of the agency may have become synonymous with the concept of youth participation. During the first years of operation of these programs, youth, staff, and sometimes Board members had direct input and responsibility for the assessment, planning, and implementation of program ideas. This situation provided all the ingredients for a successful youth participation program. Since then, there have been significant changes in both these agencies and the youth that they serve.

For the youth-serving agencies to survive, a major transition in their make-up has taken place. They have become more complex; their services have expanded and become more sophisticated. Their staffs have increased, are more highly trained, and have more specialized job responsibilities. Funding has become more complicated. Accountability and record-keeping have increased significantly. Liaisons or cooperative working agreements with the more "traditional," established services have evolved.

The youth population has also changed. Economic factors have decreased their mobility and focused their attention more on career choice and employment. The sense of power and potency once derived from demonstrations and movements has given way to "do your own thing." Outside interests are more likely to include work/study or co-op programs that will enhance their future employability.

If an agency desires to revitalize its sagging, or non-existent, youth participation program, the recognition of such changes in themselves and in youth is a crucial first step. Additionally, effective assessment planning and resource gathering should be emphasized. It is important to take into account the differences in skill level and sophistication among youth, and to provide levels of opportunities that range from the concrete to the abstract. A structure should be incorporated that outlines the specific roles, their rationale, the experience that can be expected, what can be expected from the agency, and the length of commitment that would be required.

Overall, it may be helpful to remember that the issue is not to find ways to involve youth in assisting the agency, but rather to find the means for the agency to best foster development of youth through viable participation.

References

1. A Design for Youth Development Policy. Center for Action Research, Inc., Boulder, Colorado. June, 1976

2. Youth Into Adult. The National Commission on Resources for Youth, Inc., New York, 1974.

3. Doing It. Educational Systems Corp., Washington, D.C.

WORKSHOPS

ADVANCED TECHNIQUES OF PROGRAM EVALUATION

Edward A. Bodanske, Director, St. Louis County
Youth Programs, Clayton, Missouri

Issues in program evaluation include validity, reporting, design, control groups, planning, and payback, among others. The clarification and resolution of these issues to the satisfaction of staff and reviewer is critical to program evaluation success.

Threats to internal validity are particularly prevalent in youth work and need attention. History, maturation, testing, instrument decay, differential selection, experimental mortality, and statistical regression are factors that weaken the conclusions of an evaluation effort.

The various types of evaluation include effort effectiveness, efficiency, process and impact. Effectiveness and impact are historically difficult for youth workers and youth programs of a preventative nature.

Types of data for consideration may be soft, correlational or hard, depending on who wants to use it. The notion of prevention being "unevaluatable" is a myth that contaminates many youth alternatives projects. The major problem is attaining consensus on what behaviors are to be prevented, encouraged or accepted and what realistically a program can do to effect those. Outcome definition, then, is a process in which the advanced evaluator will show mastery.

* * *

AFTERCARE SERVICES FOR YOUTH AND FAMILIES

Dr. Marty Beyer, Assistant Director for Research and Project Director of the Aftercare Research Project, National Youth Alternatives Project, Washington, D.C..

An increasing amount of attention has been focused on the aftercare services provided by runaway programs to young people and their families. Runaways need services after crisis resolution, and in many cases their long-term treatment needs cannot be met by existing services.

Aftercare has not been thoroughly examined in previous studies. In fact, little documentation exists of aftercare services in runaway and other youth services. The concept of aftercare in youth programs has been borrowed primarily from psychiatry and corrections.

Several factors seem to be important in the delivery of effective aftercare services to released mental patients:

1. The availability of services.
2. The perspective of those providing the service.
   - surveillance
   - avoiding rehospitalization
   - promoting optimal functioning
3. Strategies of intervention.
   - transitional approaches
   - outpatient clinics
   - home visits
   - group versus individual
4. The client's views.
5. The community's attitudes.
   - tolerance for deviance
   - providing support

Probation and parole afrer release from correctional institutions are attempts to respond to similar problems facing released mental patients:

1. Transition from institutional to community life.
2. Providing effective supervision after release.
3. Monitoring problems which may necessitate revocation of community status.

The balance between rehabilitation and surveillance varies among probation programs. In describing the juvenile system some probation programs attempt to help young people develop a sense of their own worth, take more responsibility for their lives, and become more accepted in their community(Luger). Thus an important aspect of aftercare with juvenile offenders would be family counseling and other efforts to make the home environment more supportive of successfully remaining outside the institution (Girolamo).

Additionally, as more attention has been focused on the desirability of rehabilitating youthful offenders, particularly those charged with status offenses, in community-based facilities, aftercare programs have been seen as a tool for deinstitutionalization. A study in Louisville, Kentucky found that aftercare not only enhanced post-treatment performance, but reduced the length of institutional stay and institutional cost.

It is noteworthy that the more community-based and less institutional a program is, the less likely it seems to be to have a well-developed aftercare component. Aftercare is obviously necessary for clients making a transition from institutional settings to the community, but it is no less needed for clients who have not been institutionalized and are facing adjustment problems.

The features of aftercare which are common among drug, alcohol, emergency, family and youth services are:

1. The need for a supportive community.
   - family
   - halfway house
2. The importance of an outpatient counseling base.
   - group therapy
   - home visits
   - emergency telephone or drop-in counseling
3. The need for planned activity.
   - help in finding employment, education, housing

In order to make a supportive community, counseling and planned activity possible for clients, many of these aftercare programs also include an advocacy component to help clients negotiate service systems, to develop new services, and to educate the community. Aftercare programs often attempt to become or link with multi-service centers. A neighborhood base and special efforts to be sympathetic to minority clients make these aftercare services accessible to a range of clients.

Common themes of past studies of aftercare and current aftercare services in runaway programs include:

1. Decreasing recurrence of problems.
2. Helping the client function adequately in the community.
3. Developing interagency relationships and referral networks which can give this support to clients.
4. Allocating staff time to insure monitoring of client progress.
5. Educating the community about client needs and potential.

The critical dimensions of aftercare for runaway youth and their families appear to be:

1. Continuity of care.
Aftercare is a continuation of services after crisis stabilization. In some programs aftercare starts when the client leaves the residence, often according to an established timetable. But in others, including nonresidential programs, aftercare awaits the unique resolution of urgent problems in each case. Some would argue that aftercare planning should begin during the assessment process at intake.

Continuity of care requires comprehensive and integrated service delivery to "treat the whole person". Comprehensiveness may be attained under the auspices of one large agency or by the cooperative efforts of small, specialized programs.

2. Transition.
Aftercare assists the client in moving from intensive intervention to a new stage of services. For example, aftercare can help with the transition from one residence to another or from streetlife to employment. Sometimes aftercare is defined as supporting the transition to a positive, stable adulthood. There are special aftercare difficulties in the transition from the runaway program to another jurisdiction or to an institution (psychiatric or correctional facility), particularly when the return is an involuntary one. If, as some evidence suggests, 20% of the youths served by runaway programs are from out-of-state, aftercare models must include descriptions of effective interstate referral mechanisms.

3. Avoiding recurrence.
The most common goal of aftercare is to provide whatever assistance is necessary to avoid recurrence of the problem(s) which brought the client to the program initially. An aspect of aftercare service delivery which is typically underdeveloped may be most likely to reduce recurrence--the building of a strong supportive environment around the young person. A critical dimension of avoiding recurrence is monitoring the young person's status after crisis stabilization. Follow-up is the checking and record-keeping component of aftercare. Although follow-up does not usually involve service delivery, it is essential to ascertain consistently a client's well-being and intervene when necessary to provide additional aftercare support.

4. Service delivery.
Aftercare can be provided directly by the runaway program where crisis intervention began or indirectly when that program makes a referral for aftercare services to another agency. In either case, a critical step in the process is aftercare needs assessment and decision-making about how best to meet those needs. Recent research (BREC) indicates that runaways generally have multiple problems. Other OYD data suggest that many runaways have long-term problems requiring more than crisis intervention.

Aftercare services are delivered not only to the primary client of the runaway program, but to the parents, siblings, peers, foster families, and others whose involvement will enhance the likelihood of problem resolution.

A broad variety of services are included in aftercare: individual, group and family counseling; health care; education and employment services; alternative living; big brother/sister and recreation. Development and maintenance of relationships with other agencies are essential aspects of aftercare service delivery through referrals.

5. Advocacy.
Advocacy is often necessary to insure effective aftercare. Individual case advocacy involves work on behalf of a client to obtain services. Class advocacy means filling aftercare service gaps by making existing programs more accessible to clients and developing new services.

Aftercare: State of the Art

A review of OYD proposals produced several common characteristics of runaway programs which affect the aftercare services they can deliver to young people and their families:

1. Most programs provide crisis intervention to any runaways requesting services. The selectivity of many established agencies and their more gradual pace in providing service makes aftercare less problematic than in runaway programs. Runaway programs may have only a few days to accomplish needs assessment and may be called upon to respond to an infinite variety of aftercare needs.
2. Most programs have a limited definition of aftercare, some providing only follow-up and many handling aftercare needs with minimal

organization. Exemplary aftercare components are clearly defined to include recordkeeping, allocation of responsibility among staff, and structured monitoring.

3. In many programs there is a gap between the need for aftercare services and the capacity of the program to respond. In many cases aftercare is initiated and identified after the initial provision of crisis services and is viewed as secondary care.
4. Some programs are not capable of dealing with seriously troubled youth: emotionally disturbed, handicapped, and delinquent youth often require more aftercare than runaway programs can handle. Additionally, many have no capacity to offer long-term individual, group and family counseling.
5. Some programs operate independent of other community services, with little communication and coordination. Most programs have some difficulty with making referrals to other agencies. Some programs have little credibility with parents and/or other agencies. The runaways tend to be alienated from established agencies, which further isolate the runaway programs. Consequently, some programs attempt to develop their own system of meeting a broad spectrum of aftercare needs (alternative housing, free schools, extensive counseling) which overburdens their limited resources. Exemplary aftercare components develop diverse interagency relationships with formal referral methods.

* * *

THE APPLICATION OF TRANSCENDENTAL MEDITATION TO YOUTH WORK

Arthur Aron, Ph.D., Psychology Department,
Maharishi International University, Fairfield,
Iowa

Elaine N. Aron, M.A., Psychology Department,
Maharishi International University, Fairfield,
Iowa

The Transcendental Meditation (TM) program, founded by Maharishi Mahesh Yogi, can be a highly valuable tool in youth work. It teaches a simple, easily learned mental technique, not involving any change in belief or lifestyle, which allows the mind to settle down to its least excited state, purify itself of the effects of stress, gain clarity and coherence, and thus function optimally when returning to activity. Therefore, it could be of obvious benefit both to youth and youth workers.

The TM program has been widely researched. Studies of physiological changes during the practice show a unique pattern of greatly decreased metabolism, heightened alertness, and coherence among the parts of the brain. Cortisol declines (a hormone associated with stress) and skin resistance increases (indicating less tension). When subjects are experiencing the deepest phase, what is called "transcendental consciousness," breathing almost stops and brain coherence is even higher. This experience, described by subjects variously as "wholeness", "bliss", or "unbounded awareness" is especially associated with improvements in life, and is said by the program's founder to be the basis for the development of the state of enlightenment.

Many well designed studies have evaluated the program's effects on daily life and found decreases on variables such as anxiety, depression, neuroticism, and aggression, and increases in self-actualization, field independence, internal locus of control, satisfaction in life, intelligence, creativity, work productivity, and moral judgement, as well as positive effects on stress-related diseases such as obesity, asthma, and hypertension. Many studies have been conducted on the program's use in prisons, mental hospitals, counseling centers, and drug treatment centers with very encouraging results.

In implementing the TM program in youth work, it has been found especially helpful in developing in youth a stable sense of identity, reducing anxiety, increasing self-sufficiency, and preventing or leading to decreases in the use of all types of drugs, including alcohol. For the youth worker, it seems to increase energy, prevent "burn out", add substantially to stress resistance, and be associated with satisfaction with work and with life generally. In short, the youth worker becomes and remains a model for youth of successful functioning.

The TM program is available in nearly every city and town, and the TM center's number is usually listed in the phone directory (under "Transcendental Meditation", the "International" or "Students' International Meditation Society"). For information on special programs for disturbed or institutionalized youth, write the Institute for Social Rehabilitation, 17310 Sunset Blvd., Pacific Palisades, CA 90272. For information on or help in planning research, write the International Center for Scientific Research, Maharishi International University, Fairfield, Iowa, 52556.

Besides being widely available, the program has the advantage of being generally accepted and not associated with any type of treatment. Thus participation does not result in a youth being labeled as delinquent, disturbed, etc. It is very low in cost, compared to other professional programs, and leads to immediate results, which tend to maintain the practice independent of adult support. Research indicates that those who begin the practice will later tend to become involved in additional interests, activities, and educational programs. The program's success seems to be atributed to its direct effects on the physiology. Rather than focusing exclusively on changing attitudes and behavior through education or modeling, the youth's ability to adapt and plan, independently, is heightened by improving the nervous systems' style of functioning and response to stress. These changes appear to cumulate, to be of a permanent nature, and to generalize to new experiences, so that the technique becomes an asset throughout life, providing an inner reservoir of energy, resourcefulness, and stability.

A detailed information paper was prepared for the conference and copies are available from Art and Elaine Aron, at the above address.

* * * * * * * * * * *

BOARDS OF DIRECTORS: HOW TO GET THE MOST FROM THEM

Martin S. Weingarten, Chairman of the Rochester-Monroe County Youth Board, President of the Center for Youth Services, Inc., Member of other community agency boards, Rochester, New York

> "A voluntary agency derives its most important 'mandate' for existence from the communities which support it and utilize its services. It is to these same citizen communities -- represented by its Board of Directors -- that an agency is ultimately accountable. Legally, the Board of Directors is responsible for the total agency performance. It is to this governing body which employs him or her that the agency administrator is directly accountable. The roles, responsibilities and relationships between Board, administrator and staff require definition and specificity within each agency. How well these are actually implemented will provide significant measures of the degree and levels of agency planning and program coordination."

There are two basic types of boards: Governing and Advisory. An advisory board has no power to make policy decisions -- the decision-making power is vested in some other authority. A governing board decides policy.

Regardless of the type of Board, effective and motivated individuals are required. Care must be taken in their selection and recruitment. It should be recognized that people join boards to satisfy various needs such as company requirement, recognition and status, asked by friend, business connection, identification with cause, community service. Active participation and involvement will, to a certain extent, reflect the reasons for joining. The efforts needed to increase an individual's commitment to the agency will thus vary with the individual.

In the selection process, consider such questions as: Why do we want him? Where does he fit into the Board? What does he bring? Does he have interest, leadership potential, communication skills, availability, integrity, affluence or influence?

The recruitment phase gives the prospective board member an overview of the agency; this should be followed with a careful orientation.

In order that a Board member can assume the proper responsibility in the effective management of the agency, he must be fully familiar with Board members, written policies of the agency, plans for the year's program, listing of all sources of funding, annual audit done by a CPA, the year's budget. Each Board member should also be fully aware of the functions of the Board.

After orientation ceases, ongoing training and education should occur so that the board member will be continually prepared for and assisted in his role.

Although a person joins a board for a variety of reasons, he is still human and likes to have his efforts recognized. Recognition can occur in several ways, but it should occur.

To operate effectively, the board needs to follow meaningful and clear-cut procedures -- procedures, however, that allow for flexibility in action. Consider such items as size of board, selection of officers, use of committees, agendas for meetings, open or closed meetings, sending background material prior to meeting, concise minutes, use of a board calendar, building new leadership, ways to encourage all members to participate and get involved.

Being a board member is an important job involving many responsibilities. These should be clearly defined and the relationship between board and staff should be clearly delineated. The distinctive board and staff roles must be recognized, understood and accepted. For example, in the setting of policy for the agency, the following process is suggested:

a. Consideration of policy options -- a combined Board-Staff responsibility.

b. Policy decision -- board responsibility only.

c. Policy implementation -- staff responsibility primarily.

d. Policy monitoring and evaluating -- joint board-staff responsibility.

Effective board membership involves striking a balance between trying to run the whole show and being a "rubber stamp." The greater the extent to which the staff and board can have a harmonious, trustful and respectful relationship, the more likely the agency and its programs will be successful. It is particularly essential that the chairman of the board and the executive director of the agency have an honest and straightforward relationship. Good, clear and accurate communication between the board and staff is an important ingredient in developing this balance. It should also be remembered that staff are professionals -- there should be mutual respect between board and staff. Both board and staff are working for the agency in what might be called a creative partnership.

* * *

BOREDOM ZERO: AN INNOVATIVE RURAL YOUTH PROGRAM

Ardis Bunn, Eastern North Carolina Opportunities Industrialization Center (OIC), Inc., Roper, North Carolina

Pamela Tant, Eastern North Carolina Opportunities Industrialization Center (OIC), Inc., Roper, North Carolina

Juvenile delinquency affects all sections of the country. Yet, too many people believe the problem is primarily an urban one, while statistics prove that the delinquency problem existing in rural areas is serious and growing worse. Though the problems of youth surface differently in rural America than in urban America, they still persist. Therefore, it is necessary to approach rural delinquency with methods developed specifically for rural, not urban, needs.

Until recently, rural juvenile delinquency problems have been largely ignored, possibly because of the higher percentage of urban delinquents. Since it is a relatively new area of concern, methods for dealing with the rural problem are not fully developed. To help overcome this negligence in coping with rural delinquency, the Eastern North Carolina OIC program has designed a regional service system into community based services.

Youth in North Carolina rural communities face many of the same problems as the adults: boredom, lack of widespread opportunities and a sense of isolation. They also face problems unique to their age group. Most youth feel powerless, with few desirable roles available to them. To cope with these difficulties, and thus creating another, many youths turn to alcohol, and often to alcohol abuse. The most common juvenile delinquency offenses in rural areas are drunkenness or illegal liquor possession, as well as disorderly conduct, curfew violations and petty larceny. The use of drugs is becoming an increasingly big problem in small towns.

Since most descriptions from local youth of their schools range from dull to dry to intolerable, there needs to be a fresh look at the rural educational system. The old way is not working; alternatives must be tried. In addition, social service providers must change their approach. Instead of emphasizing the question of why so many young people violate the law, we need to discover why and under what conditions young people lead essentially law-abiding lives. The goal is to stop delinquents. If troubled youth receive proper help before they become "delinquent" or before their delinquency becomes dangerous, then the overall problem of juvenile crime and delinquency will be reduced. Therefore, quality youth services are essential.

The approach of Boredom Zero is to look at societal institutions that affect youth and youth themselves as systems, not as separate entities. This does not overlook the importance of dealing directly with youth; rather it helps institutions (justice, educational, welfare, law enforcement and such private institutions as the family, church and volunteer groups) improve and modify their services, ultimately creating better direct care for troubled youth.

OIC developed Boredom Zero to eliminate the problem of boredom and despair among rural youth. The program is designed to deal with the total person and is broken down into three (3) areas: education, recreation, skills training and job placement. The program is designed to help make a better, more purposeful present, while planning for the future.

Based on the idea that an individual or child learns better while she/he is actively participating in the learning experience, Boredom Zero structures its education program around activities rather than the traditionally passive student role. This method enables individuals to grasp the basics such as reading, math and English in new and innovative ways. By learning to appreciate and enjoy reading, math problems and their own history revealed through interesting activities, they often become more interested in the subject matter than in the mode of presentation.

Since much literature is geared toward the urban youth, the Boredom Zero education program adapts literature to a rural setting. Counselling (peer, group, individual and career) creates the one-to-one contact that encourages positive interaction with other youths and adults.

Through active participation in their education and counselling, the individual not only grasps the material presented, but also gains a sense of personal accomplishment. This added confidence enables the individual to master some basic educatonal tenets, thereby allowing him/her to take advantage of traditional education methods as well.

Another important facet of Boredom Zero is recreation. Becoming more skilled at previously learned sports plus learning new games, understanding teamwork, and having the sense of making a contribution to a group effort creates a broad, diverse base from which youth can discover and/or explore his/her own strengths. Recreation also includes the arts, crafts, music and dance so that as youth broaden their knowledge they also learn more about themsleves by discovering their capabilities in these areas.

Boredom Zero works to fill gaps in the world of rural youth and help them discover a sense of purpose. It goes beyond school and neighborhood friends to redirect idleness and boredom into fulfilling learning experiences. By giving youth the chance to keep busy through educational and recreational activities, they are happier and less likely to become delinquent. Thus, with diversified, flexible programs to attract many types of youths, Boredom Zero provides an alternative to boredom and sense of isolation prevelant in rural communities.

****

BURNOUT

Gary Ransom, Staff, Alternatives Systems Design, Palham, Massachusetts; former Director of Threshold

Steve Bloomfield, Franklin-Hampshire Area Administrator, Massachusetts Department of Mental Health, Northampton, Massachusetts

To approach the problem of burnout, it is necessary first to understand its meaning and its causes. The term "burnout" describes the chronic physical and emotional exhaustion that often happens to employees in the social services field as a result of job demands exceeding the resources of the worker. Its high incidence in the field of alternative human services is due to the multitude of goals the workers strive for. Wanting to meet their personal needs, plus help other persons and change some aspect or view of society, workers simultaneously striving for these diverse goals easily become burnout victims.

Burnout surfaces both physically and mentally. Symptoms include: a loss of interest in work accompanied by stress related signs, i.e., headaches, insomnia, chronic "low grade" sicknesses (persistent cold or sore throat), and a tendency to convey omnipotence by trying to handle all problems or tasks without asking for help.

However, there are ways to cope with burnout. Because additional stress is harmful, a burnt out staffer should not be sent to an encounter group or heavy interpersonal staff weekend retreat. Outside releases such as jogging, running or meditation, however, should be encouraged. Also, the person who feels that s/he is burning out should make a conscious effort to find a support system or personal network outside of his/her job-related activities. Clear job descriptions aid in preventing workers from overloading themselves with different tasks and eliminates the risk of becoming overwhelmed.

Preventing burnout before it occurs is difficult. Some agencies conduct workshops to identify and define the problem, and arm the staff with ways to avoid burnout, possibly with a better organized, more humane office. By increasing their awareness of the causes and symptoms of burnout, workers become more skilled in ways to confront, if not avoid, the problem completely.

CITIES IN SCHOOLS

Maurice Weir, Director of Cities in Schools, Washington, D.C.

In this workshop Maurice Weir discussed the Cities in Schools program efforts in Atlanta, Indianapolis, New York City, and Washington, D.C. Cities in Schools is a program aiming to integrate the delivery of social and educational services to inner city families.

The problem that Cities in Schools (CIS) addresses is familiar. Despite all the programs, all the money, and all the people that have been aimed at the welfare of inner-city youth, the great majority of these youngsters are apparently remaining stuck in the no-skill/unemployment/welfare cycle that they have grown up with. The success stories are about individuals; the failures are about the population as a whole.

This program argues that the reason for failure is not a lack of resources, but the way they are delivered. Two structural features of the present system neutralize the impact that should be expected.

First, the existing system duplicates some services and neglects others. The client is not treated as a whole person, but as a bundle of discrete problems to be addressed in isolation. But a teenager living in poverty, without one or both parents, failing school, possibly pregnant, and/or thinking about dropping out, needs help with several interrelated and interdependent problems. Treating them separately, as the traditional system does, is seldom effective.

Another fundamental barrier, inherent in the current service delivery system, is access to the people who need the services. In the existing system, the initiative rests to an unreasonable degree with the recipient. He or she must recognize the problem, learn about the service, find out where it can be obtained, travel to an unfamiliar place to seek help from strangers, and then, too often, have to deal with an indifferent or obstructive bureaucrat. For many people who need the service, the option of doing nothing is simply much easier to take.

The fragmentation and inaccessibility of the current social service delivery system leads, in CIS's viewpoint, to four major failures:
The first failure represents a lack of coordination whereby the client is unable to obtain comprehensive services he/she needs in one place. Secondly, a lack of personalization occurs as the client is constantly confronted with new people and is unable to build relationships. Because no one is held responsible for failure or rewarded for success, the third obstacle deals with a lack of accountability. Finally, morale worsens as both the client and the staff become discouraged by resulting failures.

Given this perception of the problem, Cities in Schools has taken as its objective to see that the services are placed together, brought to the client, integrated to deal with the client as a whole person, and put on a personal level based on a primary one-to-one relationship.

Integration of services is not a new objective. There are, however, two distinguishing features of the Cities in Schools program: the use of the school as the focal point for service delivery and the breadth of services that are combined.

The idea of the school as delivery point is based on the belief that the inner city school is the one place where large numbers of the people most in need of services can be found regularly in a setting conducive to the development of the holistic relationship that is required. The clientele is there. The place is familiar to them. The service providers come to the clients rather than the other way around. The school provides a natural entree into the community. Through the primary client (one of the school's students), the service team can also reach out to the family and the neighborhoold.

The variety of agencies involved in Cities in Schools goes far beyond most service integration programs. Not only does Cities in Schools involve social service staff directly with school teachers, but the program also integrates personnel from such diverse agencies as the Department of Human Resources, Police Department, Parts and Recreation Department, Boys' Club, Girl Scouts, and many others.

The building block of the Cities in Schools approach is the "family" divided into "caseloads" --40 students in four groups of ten supported by four full-time project staff in addition to the regular teacher. The four staff positions for each family are: a youth coordinator, who has the overall responsibility for the functioning of the group as a "family"; a programmatic specialist, who is responsible for planning special in-school programs and out-of -school trips, leisure-time, and recreational activities; a social service worker, who is responsible for seeing that individual needs are met for agency services, counseling, and legal help; and a supportive educator, who is responsible for remedial education services. In addition to holding one of these four positions, each person on a Cities in Schools team also has two other roles: as the link for the entire group to his or her agency's services, and as a caseload manager, responsible for approximately ten students.

The caseload is the ultimate level of accountability in a Cities in School project. For these ten students and their families, the staff person is supposed to be the link with the resources of the social service delivery system--as well as advisor, referee, or confidant as needed.

In school, the caseload manager is to work with the student, the school teachers, and other CIS staff, to determine a student's needs and arrange for them to be met by tutoring, counseling, medical care, welfare services, or legal advice as appropriate. Out of school, staff members are to sustain and further personalize the relationship with their caseload students. This can mean a planned activity, a home visit, or just sitting down for a rap session. For many students, going to the movies or bowling alley as a group helps build the sense of belonging that is basic to the "family" concept. Outings are seen as important because they foster personal relationships, increase self-confidence and experience, and give students new ideas for constructive use of their leisure time.

In actual implementation, the model varies substantially from one setting to the next. The family structure as described above is most clearly seen on the high school level, particularly at Arsenal Tech in Indianapolis, Julia Richman in New York, and two public high schools in Atlanta.

In each of the cities, Cities in Schools began with high school age students and has expanded downward to the junior high and elementary levels. The focus of the effort and the activities have of necessity been somewhat different with the younger children. Because Cities in Schools is just starting in the elementary schools this year, the program at that level is still in a developmental stage.

CIS has also spilled over into activities beyond those included in the basic family structure. At Tech High School in Indianapolis, a broad range of other programs involving the cafeteria, Dean's Office, Nurse's Office, Guidance Center, Counselor's Office, and Learning-Resource Center are carried on by Cities in Schools staff under the name of Plan B. CIS runs a Tardy Court and Guidance Learning Center (in-house suspension) at Arlington and Attucks High Schools in Indianapolis, but there is no family program.

The Street Academies in Atlanta are organized differently from the larger high schools. Because the total enrollment of each academy, averages only 100 students, they tend to function as one large group. Each teacher and social service specialist has a caseload of ten students but the groups are less formal than in the public school setting.

As the preceding description suggests, the financial and organizational networks for the CIS program are complex. On the federal level, six agencies or departments collectively have obligated $2,300,000 to CIS for FY,78. These include ACTION, Commerce, CSA, DOL, HEW and LEAA. The federal support is coordinated by an Interagency Working Group at the White House. In addition, NIE and HUD have obligated funds for evaluation.

Some of the state and local organizations invest in CIS by in-kind contributions (staff release) or direct funding. In other cases staff are assigned by the agency, but are paid by the project's federal or state funds. Both Atlanta and Indianapolis have Title XX monies and in Indianapolis, CETA funds pay for 100 staff positions. The private sector is also involved, particularly in Indianapolis, where the Lilly Endowment has been an active supporter of the project since the beginning.

On the national level, CIS is coordinated by the Institutional Development Corporation

(IDC), a privately funded organization. City managers of the three programs are also IDC staff and meet regularly to share ideas and work out common problems. IDC views the three current programs as prototypes and is actively seeking to persuade business sponsors and agency/school officials elsewhere to adapt the model for their own city's needs.

Several cities have expressed a serious interest in replication. The program is in the planning stages in three cities and is already operational in one.

Some Figures

In all, CIS is now serving approximately 2,800 students at 18 sites in the three cities. A total of 34 agencies participate in the program. These include the three public school systems; city, county and state government bureaus; publicly funded (United Way) service organizations, and private groups.

The largest single component in CIS is Arsenal Tech High School in Indianapolis where there are 15 families. Almost 900 students participate either in the basic program or in Plan B. The Indianapolis CIS is usually called Tech 300, supposedly referring to the original 300 students who were part of the first families in the fall of 1974.

In Atlanta, CIS is run by EXODUS, Inc., a nonprofit organization founded in 1971. The Atlanta program has two major aspects: Project Propinquity based in the public schools and an even older out-of-school program in the Street Academies. In addition to the ongoing program at Smith High School and four academies, CIS in Atlanta is in the first year of operation at Carver High School and Craddock Elementary School. A middle school project and a Fifth Street Academy are scheduled to start this Spring.

New York is the newest and the smallest of the three sites in the CIS program as it is presently functioning. After paving the way by their service and presence for two years, CIS staff members have now set up a family structure at Julia Richman High School for approximately 120 students. An elementary school program in West Harlem and another in the South Bronx are currently being organized. New York also has a newly set up resource center to support all three components.

* * *

THE COTTAGE PROGRAM IN A RURAL AREA

Rose Anna Miller, Prevention/Education Specialist, The Cottage, Roosevelt, Utah

Under the umbrella of "the Cottage" are a myriad of prevention and education programs. Actually, in our rural setting, to assure a total comprehensive alcohol-drug program we have services encompassing information, prevention, education, crisis intervention, referral systems, early intervention, treatment and rehabilitation; with primary and secondary outreach programs included at all phases.

Our programs are implemented by trained staff (each assuming responsibility over one of the components listed above) and a network of trained volunteers functioning in various capacities and ranging in ages from 14 to "retirees".

We have established reciprocal referral systems with other local social service agencies; developed a system of procedures with local law enforcement agencies; served as consultants and advisors to local school districts; and served in an advisory capacity to local elected officials.

The following are issues of importance to those working in rural communities:

1. Problems and solutions to the rural climate, i.e. geographic hinderences, few resources available, little funding, cultural conflicts, lower educational background levels, etc.
2. Giving youth (and other citizens) opportunities for responsibility and service.
3. A well functioning and cooperative relationship between local judicial systems, law enforcement agencies, social service agencies and schools.
4. Community awareness and motivation into action.
5. Identifying the substance abuser who is easier hidden as well as protected in a rural setting.
6. Social and cultural barriers.
7. Building a trust and rapport with the local communities.

Our government needs to take a close look at the unique problems facing rural America. Most programs and fundings to go urban areas and are designed for urban areas. We need to develop more awareness and support for prevention and education--then get the money necessary for this development. Prevention and education, unfortunately, is still "low proirity"; and rural community help is even lower. Rural youth gets second rate education in schools as well as second best in areas of available services.

* * *

COURT RELATED INDIVIDUAL YOUTH ADVOCACY PROGRAMS

Peter Clark, Staff Attorney, Juvenile Court Advocacy Program, Boston, Massachusetts

A child accused of misbehavior and brought into court on formal charges becomes a sudden and unwilling actor in the drama of criminal justice. While adults usually are inured to the difference between ideal and real, children have expectations of fair play and decency, and still can feel hurt and anger when their expectations are not met. A typical juvenile defendant, who has been pleaded guilty by a lawyer whom he has never seen before, nor will ever see again, is not likely to see the process which results in a more or less rigorous intervention in in his life as legitimate. Nor is he likely to view any subsequent court-ordered intervention, be it probation or reform school, counseling or a community program, as a potentially rewarding opportunity for personal growth and change.

The Juvenile Court Advocacy Program (JCAP) addresses the problem of legitimacy and alienation in the juvenile court process in two ways: first, by providing complete legal defense services for every child and second, by providing social service coordination starting with the child's acceptance as a client and continuing throughout the child's involvement with court-ordered services.

The first of these factors is made possible by full-time staff attorneys who specialize in juvenile defense and who have limited caseloads. Each JCAP client receives the same services that a wealthy suspect would expect from retained private counsel. Every charge is contested as vigorously and as thoroughly as the canons allow, from pre-trial motions through appeal. This style of advocacy usually generates trust and respect in the child, who may be seeing the system working as it should for the first time in his life.

The second factor, social service coordination, is implemented by full-time staff social service workers, who become involved with the child at the beginning of the legal defense, and throughout the pre-trial period work under the attorney's supervision to develop a relationship with the child and his family. This relationship is not aimed at directly meeting the child's needs, but at identifying them and involving the child himself in the selection of community resources which can best meet those needs. This relationship continues despite the outcome of the child's trial, and provides JCAP with the capacity to evaluate programs and institutions on a long-term basis, when a child is adjudicated. Even if a child is found not guilty or the charges are dismissed, the social service worker continues to provide support for the child's participation in community and school-based programs.

Through the natural tension created by JCAP lawyers and social service professionals collaborating on each child's case, a dynamic interaction extends the ability of each to help the child and to improve the system. The child is the only client; there are no caseload pressures or bureaucratic agenda to interfere with the critical evaluation of co-workers in the handling of a case. Social workers frequently look to the courts, and judges likewise to the social service professions, to provide a cure for a child's disturbing behavior. JCAP can anticipate and usually deal with such unrealistic compartmentalization because both professions continually engage in give and take around each child's case.

Concisely, JCAP attempts to make the system work at its best, and by so doing provides one essential step towards realization of the ideal of a humane, caring juvenile process.

* * *

THE CRISIS IN HOTLINES

Phyllis Saindon, Director, Project Place,
Boston, Massachusetts

Hotlines, the great human service innovation of the '60's, face a myriad of problems in the '70's. Lacking any national agency sponsorship or major funding support, public or private, hotlines, oriented to aid people in crisis, face their own crisis survival. Phyllis Saindon, Director of a multi-service program for youth, explains the causes of this crisis and suggests possible solutions.

With sharp cutbacks and freezes in human services funding, hotlines are quickly viewed as an "expendable" service. Increased emphasis on "accountability" has been used in many cases to move hotlines out of the market. The unique problems of follow-up and evaluation of telephone crisis intervention and counseling which are inherent in the anonymous telephone situation have been used as excuses for curtailing funding.

Efforts to establish an effective Coalition of Hotlines have been largely unsuccessful. This seems due to a variety of reasons: 1) cutbacks in funding have made it difficult for the meager staff of many organizations to give energy for efforts other than the day-to-day survival necessary for direct service to continue; and 2) the competition encouraged by the funding systems have pitted agency against agency in a contest for funding to stay alive. In such an atmosphere it has been difficult to build the kind of cohesive consortium that can effectively monitor the state funding situation and exert influence upon it.

There are other questions which tend to separate hotlines such as the difference in emphasis on professionalism and paraprofessionalism. However, it seems that the need to form a "network" to share experience, work toward common goals and possibly share resources is strong. Efforts toward this networking will continue until the time when an actual coalition of hotlines can emerge.

CREATING A SURROGATE FAMILY IN A GROUP HOME SETTING

Harold J. Lehane, Director of Child Care Workshops, The Villages, Inc., Topeka, Kansas.

In this workshop, Harold Lehane, a noted expert on the subject of "surrogate families," discussed the develoment of foster parenting as a profession. Emphasis was placed on the maturation process of new foster parents and the techniques used to create a successful surrogate family.

A concept in child care has emerged which portrays a surrogate family in a group home setting functioning independently as a family, much like that of a biological family. The surrogate family, located in a village of children, has established an identity, personality, and a purposeful role in the home and community. The surrogate parents, which are professional cottage parents, integrate the children into the community through the public schools and school-related activities, thus allowing the family to interact harmoniously with biological families. As in a biological family, no one, including the group homes' management staff, social workers, or mental health consultants are allowed without parental approval to come between the child and the surrogate parents. Yet the surrogate parents receive strong support from the administrators, social workers, and mental health consultants when direct support is needed and requested.

A film called "Eagle Ridge Village: A Place to Belong" was shown, graphically depicting the life style of children and their surrogate parents functioning in a group home setting. Dr. Karl Menninger, co-founder of the Villages, Inc. and the Menninger Foundation, vividly pointed out the reasons for establishing Eagle Ridge Village, a pilot project of The Villages, Inc. of Topeka, Kansas, and the vital need for similar projects across the country.

* * *

DEINSTITUTIONALIZATION IN MASSACHUSETTS: A CASE STUDY

Gerald Wright, Executive Director, DARE, Inc.; Jamaica Plain, Massachusetts; Chairperson, Massachusetts Providers Coalition.

In 1974, the closing of state training schools in Massachusetts, jolted juvenile justice systems around the country. This dramatic event, a catalyst for the deinstitutionalization of status offenders in other states, has remained controversial. In the following paper, the Executive Director of Massachusetts' largest group home agency traces what happened, why and what effects resulted in Massachusetts.

PHASE ONE: 1964-1969 Years of Protest and Creation (The Coughlan Years)

Throughout these years there existed a discontent with the ways in which young people were being cared for by the "Youth Service Board", of which John Coughlan was Director, and along with two other members made decisions on placement of delinquents into Juvenile Training Schools.

These Training Schools suffered from the weaknesses and destructiveness of most large, impersonal places which have the tendency to warehouse persons placed into them. The institutions were far away from the towns and cities where youth were taken to court and adjudicated delinquent and then placed into the authority of the "Board". The nature of the settings provided a climate where staff often settled into sadistic types of relationships with the boys under their authority. Educational programs were unrealistic; uniforms and codes of behavior took away from internal motivation by youths; youth became separated from their communities in the unrealistic world of the institution; growth was often more than stagnated, it was stopped, not only for the time spent in the institution, but upon return to the community.

In 1964, DARE staff created the first alternative to the Juvenile Training Institutions. This Community Residence, the DARE Hillside House, became a model for a different approach for working with youth. In 1967, The Boston Globe Magazine had a feature on Hillside House, "Boys With No Place To Go", describing how youth returning from Juvenile Institutions had nowhere but the same destructive environment from which they came. At the same time, several Government Investigating Committees and Citizens Groups were discovering the destructiveness of institutions. The protests reached a critical crisis in the most secure facility, a walled, bastille, prison, where staff were accused of brutality. This incident, along with investigating committees, and support of the Boston Globe, led to reform legislation, the creation of The Department of Youth Services.

PHASE TWO: 1970-1972 Years of Reform and Conflict (The Miller Years)

The creation of The Department of Youth Services and the appointment of Commissioner Jerry Miller provided the vehicle and the leadership for radical change. After a year of assessing the situation and attempting to make changes in the institutions themselves, the decision to close the institutions was made, and this led to a period of tremendous upheaval, conflict, and creation.

In 1970, DARE operated four Community Residences and had begun nonresidential programs through outreach programs in the community.

The leadership provided by the Executive Branch of Government, Commissioner Miller and the Governor, was that of courage and conviction. Both persons were deeply convinced of the destructiveness of the institutions and committed to creative programs in the community.

New programs were created; at first the emphasis was upon Group Homes, but soon persons realized a more comprehensive system of Community-Care was to be required. Contracts were developed with both new agencies and older organizations which had been in existence for many years providing social services.

Negative pressures began to build as some of the new programs collapsed and the crunch of inadequate funding was helping to cause difficulties, as the conservatives who opposed reform began attacking.

PHASE THREE: 1973-1975 Years of Stabilizing and Continuity (The Leavey Years)

In 1973, Joe Leavey was appointed Commissioner. The situation was filled with immense conflicts. The persons who were opposing the reforms were feeding heavily on the problem areas. Financial resources were insufficient. The leadership of the Executive Branch at times faltered. Some of the new programs proved disasters.

However, Commissioner Leavey was able to stabilize the situation, as he focused upon the care of individual youth within a Regionalized System (7 regions in the state) of Care.

DARE, along with other agencies, continued to provide care and expand in new areas, as Specialized Foster Care, Alternative Education, Innovative Counseling Programs, became part of the comprehensive system.

PHASE FOUR: 1976-1978 Years of Solidifying and Caring (The Calhoun Years)

In 1976, Jack Calhoun was appointed Commissioner. One very tough issue was predominant when Commissioner Calhoun became responsible for the system. The issue of Secure Treatment. Many community residential treatment programs were being forced to close because of inappropriate placements. A Task Force was formed and significant persons from all areas of the Juvenile Justice System were asked to participate. The Task Force was chaired by a person from the Office of the Attorney General. The dialogue on the Task Force became an important force to quiet discontent.

The system was strengthened both in the public and private sectors. A group of private agencies formed the Massachusetts Council of Human Service Providers focusing upon Contracting, Rate Setting, Payments Systems and Evaluations. Both Public and Private Agency staff continue to care in creative ways.

* * *

DEVELOPING YOUTH SERVICES TO MEET THE NEEDS OF YOUTH IN RURAL AREAS

Michael Bloom, Youth Coordinator, Portable Practical Education Preparation, Tucson, Arizona

Youth in rural areas often suffer from a lack of services. Due to the vast distances involved in serving rural areas, youth programs need a large staff to cover the territory. However, as in most social service programs, the lack of funds to hire an adequate staff prevents such comprehensive service. Thus, rural areas are plagued by spotty services, often uncoordinated and out of touch with the needs of the community. In Pima County, Arizona, however, the Portable Practical Education Preparation Project (Project PPEP) has developed a comprehensive youth program to serve the needs of the rural youth and their families.

A "community based program," PPEP is an organized and purposive effort to effect an improvement in the relationship between people and the conditions of the community through the utilization of resources that are available or can be developed within the community.

Specifically, PPEP's organized effort has been to provide counseling services and meaningful alternatives for youth between the ages of 8 and 18. Through Community Development (prevention) the project's strategy has been to create conditions that promote the well-being of people. All programs are based on the sense of community ownership. A commitment to community involvement from the beginning of the planning process is carried through each stage of program development, implementation, operation and evaluation, thus resulting in a substantive community based effort. The Youth Component has four major programs:

1. Rural Intervention Project
2. Network of Community Aides
3. Youth Employment Programs
4. Specialized Services

Essentially, the Youth Component of PPEP takes an environmental approach in viewing prevention. This approach assumes that cultural and social systems produce reactions in individuals which cause them either to conform to, or deviate from legitimate standards. It further assumes that the delinquent behavior of youth living in high-risk settings can be reduced by remodeling and reorganizing the community so that potential offenders can find positive alternatives to delinquent activity (Merton 1957). In using this approach, the Youth Component attempts to deal with significant social institutions which have impact on youth including: the school, the family, churches, and recreation centers. The programs are characterized by community-wide efforts to offset social and family disorganization, to mobilize the community and its service providers to meet the needs of youth, and to develop programs that will help prepare youth to find their place in society. This approach is complemented by working with the entire family as well as the youth that is demonstrating some difficulty.

The Rural Intervention Project employs three full-time professional counselors, each responsible for a geographic area of approximately 700 square miles. The counselors provide crisis intervention plus individual, group, and family counseling on an outreach basis. Each counselor intervenes in problem situations which have the potential for the development of incorrigible and/or delinquent bahavior. In this manner, the counselors also work within their respective school systems and receive referrals from the guidance counselors, the administrators and teachers. Each counselor does some community organization and in one community a Youth Activity Center was established and in another area a multi-service center established. The mobility of the counselor to meet in the community or in the school makes it possible for a troubled youth to have greater accessibility to a non-threatening adult.

An adjunct to the Rural Intervention Project is the Intervention Counseling Program. The Intervention Counseling Program blends the individual counseling approach with a family systems approach to enhance the positive communication among family members. The family is a system in such a way that if there is a change in one, it affects the other and the reaction of the second in turn affects the first. For example, the nature of the marriage relationship affects all family members but in different ways and different degrees. In any event, children in all families are affected developmentally by the nature of the marital equilibrium.

In disturbed families, behavioral difficulties, symptoms or delays in personal developmental indicate faulty family structure that is expressed in poor role performance. Inadequate parental coalition, problems in physical separation and emotional separateness, and in individual autonomy and family interdependence, emerge clearly in family interviews.

Throughout the rural areas, the family therapy approach has proven very successful. Since most of the PPEP's counseling is done on an outreach basis in the client's home, the family unit becomes an integral part of the counseling process. Because the program is concerned with understanding what the individuals bring to the family system and what their own needs are, one is able to identify problem areas and formulate a treatment plan more soundly. The concept on which the program is based is that until changes in the system are made, the child is not likely to have permission to use personal treatment effectively.

There have been many positive feelings about the parents' group which meets once every two weeks. This provides the parents an opportunity to share their disappointments and frustrations with other parents who may be experiencing similar difficulties with their children. The parents begin to find alternative ways to communicate to their children and try making adjustments in their own discipline and parenting standards. These groups also show the children that their parents care about them and are trying to make the home situation more enjoyable.

For the rural areas, youth counseling can not be separated from working with the family. The professional counselor must address him or her self to the major cause of stress in a youngster's life. Greater understanding and harmony among family members will more often be realized through the use of family therapy.

Counselors work in conjunction with a network of Community Aides. The Aides live in the communities in which they work and therefore are familiar to the local residents. Each Aide works approximately 20 hours a week, are paraprofessionals, and well trusted by the residents of their respective communities.

Each aide identifies the youths that could benefit from specific programs and then develops an individual service plan with each youth. The major thrust of the Community Aide program is teaching relevant life skills as well as recreational activity to children with problems. Such skills include:

1. interpersonal communication
2. dealing with adult financial matters such as life, health, and auto insurance, buying a home or auto, or renting a dwelling
3. skills in applying for a job and how to look for available positions
4. learning how to utilize public transportation

The third area of the Youth Component is the Employment Program. The goals of this program are to enable youths to sustain or resume their education and to enhance their self-sufficiency and future employability. Selection of the participants is based upon their need for positive and meanigful work experiences. Each rural community now has some employment program which hopefully will be expanded throughout the year.

The Specialized Services is the newest addition to the Youth and Family Components. A child abuse counselor and an alcoholism counselor handle special referrals over the entire rural area. A nutritionist concentrates much of her time with female adolescents concerning pre and post natal care, and a rural transportation system and a consumer education specialist assist with problems in those areas.

With all of the programs, youth involvement is essential. When youth are listened to and have the opportunity to participate in discussions that are important to them they are likely to become involved. Group counseling particularly creates an atmosphere of involvement which is based upon an atmosphere of respect.

* * * * * * * * * * *

DEVELOPMENT OF IN-SERVICE TRAINING/STAFF DEVELOPMENT

Phylis Saindon, Director, Project Place, Boston, Massachusetts

Providing for a training program which will advance skill levels as well as enrich the work and lives of the staff is a continuing problem for every agency. At Project Place in Boston, operating with a very small core of paid staff and an average volunteer staff of 75, the problem is more urgent than ever. For the volunteers, the basic commitment to the program is for 6 months; although many stay much longer, the turnover is much higher than in a paid staff situation.

The development of a model for training

and supervision has given Project Place a wide range of possibilities and allows for a wide range of skill levels along with continuing opportunities for in-service training.

The program has two central core units:
1) Counselor training programs--
a) Hotline Training designed as an introduction to counseling skills and to the Hotline, and b) Counselor Training Program designed to develop face-to-face counseling skills and techniques. The second unit is for emergency medical skills which include first aid, cardio-pulmonary resusitation (CPR) and emergency medical technician training (EMT).

One unique aspect of both programs is that as volunteers are trained and become experienced, they are offered the opportunity to become trainers/teachers in the programs.

All counselor training programs are based on three assumptions: 1) Counselor training should be done in conjunction with actual counseling experience; 2) good counseling must be based on honesty and respect for the other person and we must first be honest with and respect ourselves; and 3) problems experienced by individuals often bear a relationship to political and economic realities and effective counseling requires a consciousness of the ways people are oppressed by our society.

* * *

THE DRUG ABUSE COUNSELOR ON THE STREET

Douglas Krabbenhoft, Director, Evolution
Youth Alternatives, Baltimore, Maryland

"A community develops for protection, economics, a sense (sometimes false) of union or connection. It often becomes static and its youth are forced either to rebel or to merge. Adolescence is the spark, the moment of running, climax, thrill, busting of the bud into bloom. Community folks can fear youth: they hang out, they think differently, talk differently, they threaten to change and leave, and worst of all they feel differently about the community."
--Douglas Krabbenhoft, Director

"Our work is intangible at moments; a *gestalt* occurs, a youth smiles, trusts, makes an important decision, comes out of a depression, shows sensitivity, and we know it is due to the feelings between us or the interaction of counselor and group, but it is felt like warmth and can't be seen.... Merely sitting quietly with a group experiencing the park or the street activity on a particular night transmits more information, assumptions and meaning than hours of talk, talk, talk...."
--Miss Carney, Former Director

Outreach is a vital aspect of youth work. The responsibilities of the outreach drug abuse counselor are critical, especially on the street.

Evolution Youth Alternatives/Drug Abuse Prevention Program is a component program of HARBEL Community Organization, Inc. HARBEL's territory is representative of many middle class outer city neighborhoods, physically and demographically, with large numbers of youth and young adults making up a substantial segment of the population. Of this segment, there exists a significant and highly visible number of young people whose social life and leisure time activities are conducted within the context of street groups, their "passive use" of leisure time entailing ample opportunity for potential and real drug abuse. These groups center their activities geographically in the neighborhoods in which they live, making use of the physical locations in the community as hanging spots, *e.g.*, parks, fast food restaurants, school yards, vacant lots, and alleys. Paradoxically, while this substantial population of youth frequently has a higher level of need for services of all kinds than other community members, it is precisely this population to whom traditional agencies and service delivery systems do not appeal. They "fall through the cracks" in our society's helping and life enrichment efforts for a variety of reasons: disenfranchisement from the surrounding adult community, disillusionment with educational systems which do not address specific needs, discordant family lives, and ignorance of resources, to name merely a handful. The combination of high level of need, unwillingness or inability to address these needs, and unstructured leisure time leads many young people to negative coping mechanisms. To these groups, who are essentially cut off from other resources, drugs often become the means for dealing with their life difficulties. It is these groups of young men and women to whom Evolution targets its prevention efforts by placing Drug Abuse Counselors On The Street.

Evolution's philosophy of drug abuse counseling and prevention reflects on the variety of the adolescent experience. Prevention is seen as the sum of activities which create a constructive environment designed to promote positive patterns of youth development and growth. The process includes direct services to youth and indirect activities which address community and institutional conditions that hinder positive youth development, promote personal and social growth, and thereby reduce or prevent physical, mental, emotional, or social impairment resulting from the use of chemical substances. The street outreach model of drug abuse prevention impacts holistically on the lives of young people, servicing whatever needs a young person might experience, and providing alternative means of recreation and growth to the use of drugs. Thus on one occasion, the counselor might spend the better part of an evening in outreach dealing with medical, legal, or interpersonal difficulties of his youthful clients, and the next day take the group on an inner tubing trip down a woodland river, to a professional athletic contest, or to a theatrical event.

The referral services ancillary to street outreach activities requires an extensive referral resource network. This network consists of all service agencies appropriate to the specific need of the client: drug/alcohol abuse/mental health/medical treatment programs; legal clinics, firms and private attorneys; Graduate Equivalency Diploma, special education, schools, work-study, and other academic programs; Planned Parenthood and other family planning agencies; all sections of the Department of Social Services, involving Emergency Assistance Grants, Income Maintenance, food stamps, and child abuse/neglect; short-term residential and runaway facilities; street drug identification and analysis; police youth programs; Department of Juvenile Services; and all others.

Because of the holistic approach to the life problems of young people, the street outreach prevention model must be flexible, creative, and knowledgeable about a multitude of resources. The groups of youth identify the counselor in a variety of roles, such as the answer person, the drug authority, the interest and activity facilitator, the confidant, the needs servicer, the referral conduit, and their advocate. The counselor intercedes in the lives of groups, forming meaningful relationships with the members, providing an appropriate and positive model that has the best features of both adult and peer roles.

* * * * * * * * * * *

ESTABLISHING A GROUP HOME: OBSTACLES AND SOLUTIONS

Gerald Wright, Executive Director, DARE, Incorporated, Jamaica Plains, Massachusetts.

Robbie Callaway, Director, Boy's and Girl's Homes of Montgomery County, Inc., Derwood, Maryland

This workshop was concerned with establishing and maintaining a group home. The Directors of two group home programs explained how to overcome the most difficult barriers involved. Gerald Wright, Executive Director of DARE, Inc., said that in 1978, the barriers establishing to group homes are becoming overwhelming, even for the most enthusiastic and competent persons. The factors involved include: lack of funding for capital costs, zoning regulations, state regulations governing the care of children and youth, community resistance, insufficient funding for adequate staffing patterns, and a failure to develop effective training programs. Questions are being raised by public and private officials as to whether group homes are the answer to the deinstitutuionalization of status offenders. According to Mr. Wright, these officials feel that: "It's no longer creative to establish a group home."

Poor administrative support obtained from private and public agencies and inefficient systems of contracting, rate setting, payment systems, and evaluation systems between private and public agencies also plague group homes. Sometimes youth needing secure treatment are placed into open settings in group homes, causing both physical and emotional destruction of the youth, other residents and the home.

Mr. Wright offered solutions to many of the problems facing group homes. To obtain funding to cover capital costs, support is available through private foundations, development of revolving loan funds, development of relationships with banks, further development of public sources, (both on the state and federal levels), and resources from private citizens. Zoning regulation conflicts can be resolved through contact with key individuals. Close working relationships should be established with public officials, both those responsible for the creation of regulations and those who carry out the regulations. Competent lawyers can be helpful in the presenting the case. To prevent state regulations from interfering with care of children and youth, close working relationships also should be made with the officials concerned. In this way, involvement in the development of regulations can take place to insure that they are not prohibitive. Furthermore, an organization could be created to focus upon problems related to inefficient administrative procedures between public and private agencies.

Effective community organization work is the best answer toward resolving community resistance. Insufficient funding for adequate staffing patterns can be remedied through continual advocacy for additional funds and an openness to evaluation by potential funding sources. A failure to develop effective staff training programs reflects the need to develop internal on-the-job training situations and outreach for consultation. Lastly, staff should advocate for adequate facilities for all youth.

In response to the comment that "It's no longer creative to establish a group home", Mr. Wright retorts that, "the creative dynamics of the group home must always be kept alive and constant innovation within the program framework is necessary."

According to Robbie Callaway, there are two basic approaches to gaining community acceptance when establishing a group home. The first approach is called "The Prior Acceptance Method." Utilization of this method entails six general steps to be done in sequence during three to six months. The first task is to locate a financially feasible home and area which are physically adaptable in terms of space, community accessibility, schools, etc. Secondly, the local community leaders such as ministers, rabbis, civic association officers, and service club officers, must be determined. Through casual, non-specific communication, it is important to weed out which of these leaders are firm allies, middle-of-the-road individuals, or steadfast detractors concerning community-based facilities. The third step involves contacting all allies and middle-of-the-road persons for a meeting to discuss the specifics of the program and plans. The meeting should include: a core of previous supporters from outside that community; a video presentation; relevant, favorable, useful statistical data; an open and honest response to all questions and concerns; an affirmation of program support both in writing and hopefully in future action plans from the meeting participants; and establishment of a continuing forum for the community's input into the program (being careful, however, to maintain autonomy). The next step entails the purchasing or renting of the home with the understanding that community support has been ascertained. Finally, if local government support has not already been established, or has been difficult to obtain, utilize this local community support to advise the government officials. Any good political figure will respond to influential community leaders who support the program.

After fulfilling the six steps and completing relevant licensing, zoning, health, etc., standards, immediately move residents into the home. Then keep the core of supporters active in fundraising, continued community relations, and other such activities. It is advised that their day-to-day involvement in the program be kept to a minimum.

Utilization of this prior acceptance approach should lead to the following results: decreased community bitterness, a freer hand in programming for program operators, and decreased community readiness attempting closure of the program following any community problem.

The second method, "The Back Door Approach," should be utilized only if community hostility is a known, insurmountable given. There are also six basic steps in following this approach, in which speed is of the essence. First, locate, rent, or purchase a suitable home (although purchasing could be financially dangerous when using this approach). Second, ascertain and meet all local zoning, health, licensing, etc., standards and laws. After full legal compliance, immediately move youngsters into the home. Determine and notify possibly sympathetic community leaders to gain their support for the established program. Determine an appropriate forum to notify the entire community and keep it low-key, but honest and open. Hostility should be anticipated. Maintain as low a profile as possible for the first year, since the community will look for any reason to force closure of the home. Make sure that there are no "skeletons" in either the staff's or the program's "closet."

In sum, Mr. Callaway offered some helpful hints for both approaches. First, look for qualified, supportive staff within the community. If programmatically possible, utilize residents who have been involved in local community activities, such as neighborhood clean-ups, stage crews, etc. Develop a master plan before implementing any steps in the procedure. Always, in gaining community acceptance, move fast on the plan and don't let opposition have a chance to mobilize. If this is your program personnel's first attempt at gaining community acceptance, hire a consultant on community acceptance who is knowledgeable and has credibility in the field. Finally, keep in mind that enough advance preparation and attention will circumvent the costly, time-consuming, and often fatal trial and error process.

****

EUROPEAN YOUTH WORK

Dr. Milton F. Shore, Associate Chief, Mental Health Study Center, National Institute of Mental Health, Rockville, Maryland; Youth Consultant, World Health Organization

David C. Howie, Director, National Youth Bureau, Leicester, England, United Kingdom

Lena Peterson, Youth Worker, Solvegataull Teen Centers, Lund, Sweden

According to Dr. Milton Shore, youth services in the United States are viewed as an "alternative", still on the fringes of traditional human services. In Europe, however, youth services are in the mainstream, regarded as a right, not a privilege. In a brief overview of European youth services, Dr. Shore described the following programs:

- In the Baltic, there are island camps run by socialist students for troubled fellow students. Students go to these therapeutic camps for one month and are helped by professionals who donate their time in return for a free vacation place on the island during their tenure.
- In Stockholm, Sweden, youth workers are at the train station until 4 a.m. to pick up runaways and give them food and shelter.

David Howie described youth as a low priority in both Europe and the United States although he believes that in the United States youth are a lower priority than in the United Kingdom.

Youth services receive a 3% base funding from education money in the United Kingdom. But in the United States, Mr. Howie noted, funding is crisis oriented. The majority of volunteer youth organizations (the Girl Scouts, etc.) in the United Kingdom, deal with children, ages 10-14. Youths from 14-19, however, have been virtually ignored. Recently, their high unemployment rate has brought these youths to the attention of the social service system. To alleviate this high unemployment rate, characteristic of both the United Kingdom and American youth, Mr. Howie suggests that they be, "employed through leisure and welfare services. However, we must be aware that such jobs may give kids unreal job expectations as to what is available when they are no longer in such an employment program."

In the United Kingdom, unlike the United States, runaways are not a major problem. One reason for this may be that in the United Kingdom young people have a right to housing at age 16, so that if they are not getting along with their parents or in school, they legally can leave home or school. Perhaps as a result of their low numbers in Great Britain, status offenders are not classified as a separate group, but only as offenders. And, only the serious crimes committed by juveniles are punishable by placement in a detention center.

According to Mr. Howie, young people need and want a greater role in the decisions that affect them: "Adults must change their role and directly motivate young people. For example, instead of just handing out skateboards, we should have the kids build their own skateboard factory and manufacture skateboards."

Mr. Howie also believes that political education should be a primary goal of youth work: "The last few years of school and the first few years of work are the most important time to reach kids. Streetwork, detached youth work, is very important. We have to bring the kids together and politically educate them."

Political education of young people and youth participation in services for youth are current issues of concern in Great Britain. The British Youth Council, composed entirely of youth from different volunteer organizations and individuals up to age 26, represents the national youth effort toward coordination of services. There is, however, no local effort of such groups.

Mr. Howie advocates that, "Not only should young people be politically educated, but also youth workers should be politically educated. Media access is one key to political education. Youth and youth workers must take over some of the media power with youth run newspapers, radio programs and advertisements. I would also like to see more prevention youth work done. That is why working through the schools is so important. Youth workers should bring about an alliance between the kids, school personnel and others."

The young people who are in trouble now, however, are the top priority for youth workers. Mr. Howie encourages assisting the remotivation process in youth to encourage kids to work with their peers, "These solutions cost manpower, not a lot of money. We must rebuild the sense of community by building community schools and using schools as a major resource, not just a building."

In Sweden, community centers in the cities are the major resource for youth and their families. The centers maintain an informal network with other service people in the community. In Lena Peterson's city of Lund, there are three drop-in centers open from 3-10 pm seven days a week, operated by a staff of 15. Group leaders specialize in crafts and other recreational fields. After a certain period of time, the kids who come to the community center must join the center if they wish to continue to participate in the activities. If the young person belongs to a volunteer youth organization, then membership in the center is free.

Committee members of the centers work in every area of the city. Liaisons with the police work in one area and meet with other community representatives once each month. At this time they discuss any problems they have had with kids during the month. Such constant communication promotes understanding of the young people and their problems and encourages cohesive treatment and program planning for the youth.

The main problem that affects these centers is that of staff turnover. Full time jobs are not available and the salaries, when available, are low. According to Ms. Peterson, "Our goal is to make ourselves (the community center workers) obsolete, to help the community take over and operate their own centers."

* * *

FAMILY COMMUNICATION SKILLS

Donald A. Walters, Juvenile Court Worker,
Racine County Juvenile Probation Department,
Racine, Wisconsin

In Peoplemaking, Virginia Satir states, "Communication is the greatest single factor affecting a person's health and his relationship to others." This workshop was designed to introduce the participant to three different ways of looking at the importance of communication for families, to enhance the participants' awareness of several characteristics which affect the nature and consistency of family interaction.

An orientation to the workshop was developed by directing the participants to divide themselves into family units and establishing a family structure and identity (including roles, hometown, etc.). Once this exercise was completed, each family was asked to introduce itself through a family spokesperson. This task served to place each individual in a frame of reference for the following exercises and helped acquaint participants with other members of the larger group.

The first exercise was used to draw attention to the self in order to demonstrate how individuals disregard their own needs in dealing with others. The object of the exercise was one person. The subject was brought to the middle of the floor and asked to stand upright in a comfortable position. Then, using a rope and blindfold, the presentor proceeded to bond the subject securely, trying the subject's waist, hands, and feet and blindfolding their eyes. These acts were used to portray how people stop themselves by not reaching out for what they want, refusing to see what they see, feel what they feel, take steps on their own behalf, and cover up everything with a lie.

The exercise was completed by asking the subject how he/she feels and asking them what they want. They are untied only if they are specific in their request, e.g., "I would like my eyes uncovered". Once the untying process occured, the presentor related back to the group, asking them if, when they were forming their families, they found themselves not asking for what they wanted.

The second exercise was used to demonstrate how family ties can serve to divide a person's attention and literally pull them in several directions at one time. One member of a family was chosen to be the object, (usually an authority figure), and directed to stand in the middle of the room. Then, each successive member of the family was brought up and attached to a limb, or portion of the person's body. For example, one person grasped the subject by the right hand; one by the left hand. One member held the subject around the neck; one placed his/her arms around the subject's waist until the entire family was attached. Finally, all were told to pull toward themselves slowly and gently until everyone felt the pull. The effect was for all to experience the pressure for attention placed on the subject.

The final exercise dealt with five significant behavior patterns found in many families characterized as the Placator, the Blamer, the Computer, the Distracter. The fifth is the Leveling response, which is considered the most appropriate way to relate to one another. This exercise was comprised of two parts. In the first part, all participants were given a chance to "try-on" the first four characterizations. They were read a description of the response pattern, shown the accompanying body position, and a few words and voice tones modified by the presentor which go along with the character. Once the presentor has finished he/she asked the group to experience the feel and look of that particular pattern.

After the first four patterns had been practiced, the participants were asked to get back into their "families." Then each member was told to choose one of the four response patterns, whichever they feel most comfortable with, and they were asked as a family to solve a given problem. After several minutes, they were told to stop and to switch to another response pattern, then to try to work through the problem again. This work continued until they had a chance to try every response.

Having completed the experience, the participants were asked to relate back to the beginning of the workshop and compare their family "creating" experience with the last one. The feedback from the group was used to direct attention to the fifth response pattern, the Leveling response, where those involved in the conversation attend to each others' needs within the context of the purpose, place, time, and situation.

* * *

THE FUTURE OF ALTERNATIVE SERVICES

Bob Mecum, Executive Director, New Life
for Girls, Cincinnati, Ohio

This workshop addressed the various issues facing the future of alternative services. Bob Mecum addressed the issue of whether alternative services should remain outside of the traditional system to better retain the capacity for innovation, or should become a part of that system in order to improve it.

The history of alternative service is a chronicle of change. Many organizations have gone through a process of movement from value-laden visions to a more ordered institutional framework. Substantial revisions have taken place in style, rhetoric, and content. Staff have often altered their priorities from experimentation and risk-taking to organizational survival and career development.

Alternative services have played a pivotal role in the development of a strong value base for youth workers. Can alternative services survive and flourish as outsiders from the traditional Youth Service Delivery System? Is independent survival a legitimate goal? These are the issues facing alternative services in the late 1970's. Presently, these services have reached a crossroads and their future is as questionable as ever.

* * *

HOME PLACEMENT PROGRAMS AS AN ALTERNATIVE TO INSTITUTIONALIZATION

Price Sykes, Caseworker, Outreach Home Detention,
Milwaukee, Wisconsin

Keeping the family intact is the objective of home placement. For young people involved in the juvenile court system, home placement programs are an alternative to costly secure detention resulting in substantial savings for the community. In Milwaukee, Wisconsin, the Outreach Home Detention Program serves the juvenile: who is under a delinquency petition (i.e., has committed more than a status offense); whose charges and/or prior offenses are serious enough so that without the added supervision of Outreach Home Detention, the juvenile would not be released; and who has a suitable home with at least one parent, and the parent and the juvenile understand the program and accept its guidelines.

Over 150 Milwaukee County juveniles are served yearly by the Outreach Home Detention Program. These are children who otherwise would have been ordered detained at the Milwaukee Children's Court Center, but who are allowed to live in their homes (or substitute homes) until the time of their final hearings. Staffed by a director and other professionals and supported by student workers and community volunteers, the Outreach Home Detention Program utilizes vocational, educational, and counseling resources of the community.

On the average, the juvenile will remain in home placement for six weeks. He/she has clearly defined limits and expectations and remains under the intensive supervision of an Outreach Worker.

The Outreach Worker provides guidance and supervision daily through face to face and phone contacts with the juvenile, making sure that the program's rules are followed. Generally the rules concern going to school, maintaining curfew and avoiding certain places and associations. The juvenile's school and work attendance are closely monitored by the Outreach Worker through reports from school officials, parents, and employers. If the rules are broken or a new arrest occurs, the juvenile is returned to secure detention. This occurs, however, only in 8% of the placements.

****

HOW FEDERAL POLICY HINDERS LOCAL SERVICES

Susan LaDuca, Executive Director, The Place, a Community Committee for Youth and Human Services, Park Forest, Illinois

For many programs, more staff time and resources are spent meeting the demands of multiple eligibility criteria, multiple data requirements, multiple audits and multiple evaluations than for providing services. Special formula grant guidelines in particular are written in a way which tends to divide youth clients into specific problems areas, thereby directing youth service providers to deal with symptoms rather than the total problem. This also causes difficulty in coordinating total services.

Community-based agencies also are experiencing difficulty with the implementation of the Juvenile Justice and Delinquency Prevention Act. Some agencies in large states cannot meet the requirement to be "community based" due to the distances between communities in the state and the lack of funds to build additional alternative agencies. The requirement not to comingle status offenders with more serious offenders poses another problem for the community based agency that operates in a small town. It would be fiscally impossible for these agencies to have a facility for minor offenders separate from the facility for status offenders. Thus, the agency risks disobeying the federal mandate on co-mingling or abandoning the minor offender to be mixed with the serious offender in secure institutions.

The difficulty of planning comprehensive, long range programs is immense when the guidelines from funding sources are all different.

****

INFORMATION AND REFERRAL FOR HOTLINES

Susan Marsh Ellsworth, Community Information Specialist, Prince George's County, Maryland.

Collaboration with other, more traditional providers of community information and referral (I&R) services is a challenge facing hotlines today. I&R concerns include definition and philosophy of service, funding, duplication of service, training, advocacy, community support, information management (including computerization of referral files), counseling, use of volunteers, and a number of other areas common to collaborative efforts in general.

Public libraries, particularly those in urban settings, are slowly emerging as community information and referral centers. Five major public library systems -- Detroit, Atlanta, Cleveland, Houston, and Queens Borough -- were funded by the Office of Libraries and Learning Resources (U.S. Office of Education/DHEW) to demonstrate information and referral from 1972 to 1975. Currently, Drexel University has been funded by $45,000 from the same Office of Libraries and Learning Resources to determine the extent of information and referral provided in public libraries. The Young Adult Services Division of the American Library Association has acknowledged "crisis information" as a legitimate component of library service to youth, and has sought to develop a statement on training required to provide this service.

National organizations such as the Alliance of Information and Referral Services have defined and set standards for providing information and referral service in the community. The impact of such definition and standards is also of concern to hotlines.

INTRODUCTION TO PROGRAM EVALUATION

Edward A. Bodanske, Director, St. Louis County Youth Programs, Clayton, Missouri

In order to perform program evaluation, the youth worker must be able to develop measurable objectives. An objective is measurable if it includes the time, doer, activity, method(s) and measures to be employed in the program. Objectives need to be developed for four separate, but interactive, perspectives of any service delivered: target, program(s), organization, and system. These four perspectives dynamically interact, determining levels of "success" or not.

A process known as Goal Attainment Scaling helps youth workers determine anticipated outcomes of counseling, outreach, education, alternatives, and other program aims. This outcome emphasis strengthens the program's clarity and visibility in the community and impacts on funding review.

The distinction between evaluation and funding review must be established. The former is a disciplined way of determining whether or not one accomplished what one set out to do, while the latter unfortunately is all too often a star-chamber proceeding, rife with hidden agenda cronyism and duplicity.

Everyone talks about evaluation, but few people do it because of much mythology, stereotyping, politics and negative history. Evaluation is a helping process designed to improve the quality of services delivered and should be understood as such. Both long- and short-range objectives can be evaluated by nearly all youth workers, without the need of special staff, expensive consultants, or spying bureaucrats.

* * *

LEGAL STATUS OF YOUTH: TRENDS AND IMPLICATIONS

Dr. Antoinette Foster, Author and Researcher, Manassas, Virginia

Patricia Connell, Esq., Staff Attorney, National Juvenile Law Center, Inc., St. Louis, Missouri

Traditionally children have been considered incapable of providing for their own survival and development, with the law reflecting a social consensus that children's best interests are synonymous with those of their parents. This workshop was designed to show some of the most significant changes that have taken place recently regarding children's rights under the Constitution.

Children have had certain rights resulting from their attainment of some other legal status, such as legatees under wills or interstate successors, but even these rights can be granted only vicariously through adult representation.

Other rights granted to older youth through state statutes include the right to vote, to work, to operate a car, to leave school and to marry. And most recently the Supreme Court has recognized that youth have the right to certain procedural protections in juvenile court, the right to refuse to salute the flag in the public schools when it contradicts religious beliefs, and the right to wear a black armband to protest the Vietnam war.

Legal rights claims for young people fall under two general approaches: (1) extending adult rights to children and (2) seeking legally enforceable recognition of children's special needs and interests. Probably the best way to examine the rights that young people actually do have is to trace judicial decision in this area. Consideration of children's rights before the Supreme Court has primarily been in the areas of education, child welfare, and juvenile court procedures.

The past decade has found the court thrust into a vortex of debates over the procedural and substantive rights and liberties of students. Some of the important decisions that have had crucial implications for students include their rights of free speech and peaceful protest and the procedural protections available to students whose school districts wish to discipline or dismiss. Even more important, courts have assessed claims based on the assertedly inequitable treatment of particular classes of students; those residing in "poor" school districts or attending minimally funded schools in a particular district, the handicapped, and the non-English speaking. Schools must now apply constitutional procedural due process when applicable in school situations, including violations of school rules, suspensions, and expulsions.

Children's law in child welfare cases is reflected most characteristically by the large degree of discretion that is permitted the state to intervene in a parent-child relationship. The most comprehensive federal program in the area of child welfare legislation is Aid to Families with Dependent Children (AFDC). This program is designed for the care and protection of needy children by state agencies. Under the guise of benevolent intrusion, community decision-makers have the power to replace the family, resulting in the confinement of thousands of children in foster homes and institutions.

In its current practices the juvenile court has experienced growth from a quasi-social institution to a more adversarial one, with the granting of some procedural rights by the Supreme Court in the sixties (In re Gault, 1967). Contemporary policy issues include: limitation of jurisdiction, assurance of substantive and procedural due process guarantees, the need of the juvenile court to maintain effective inter-organizational relationships, eliminating the jailing and restricting the detention of youth, and checks and balances on the juvenile court's discretion.

The major challenge to the jurisdiction of the juvenile court are status offenses, as well as the startling discrepancies between the states in the handling of youth. Historically, statutes lacking specificity ("void-for-vagueness"), statutes permitting the "punishment of a condition", and statutes allowing "overbreadth" have been vulnerable to attack when used in adult cases. However, status offense statutes generally allow for these indignities in the case of juveniles. Under the concept of *parens patriae*, the object in juvenile cases is not to punish but to rehabilitate.

McKeiver v. Penn (1971) sets the tone for the future of the juvenile court as perceived by the Supreme Court. The decision in this case suggests that case law will most likely not completely convert the juvenile court to full adversarial hearings in the near future.

In general, despite some changes in Court thinking, *i.e.*, a child is now considered a person under the Constitution, there there has been a general unwillingness to grant unconditional due process guarantees to young people. Although there are important new themes emerging in the interpretation of young people's status under the law, with the trend toward recognizing children's needs and interests as rights under the law, the law's concern with youth has generally been confined to those occasions when the state may limit parental control in the interest of necessary protection or justifiable punishment of the child or because of some overriding state interest.

According to Patricia Connell the most significant change in the legal status of a young person can occur through the process known as emancipation. It is the condition whereby children may be released from some or all of the disabilities of childhood and obtain the rights and duties of adulthood before the individual reaches the statutory age of majority. It also serves to release the parents from their rights and responsibilities, including the right to the custody and control of the child, the right to receive services and earnings, and the duty to support, maintain, protect and educate the child.

Emancipation may be of three types: *complete*: extinguishing all rights and responsibilities; *partial*: applying to some but not all factors-*e.g.*, child may be entitled to keep own earnings, but still have right to have her/his medical expenses provided; and *temporary*: applying for a limited period of time-*e.g.*, a child who has been living apart from her/his parents may return home and once again be supported by parents. Even complete emancipation, however, will not remove all disabilities of childhood, such as the legal age for voting or drinking.

The common law development of the concept of emancipation has been inconsistent and unpredictable, since courts will often shape the law to fit a just or equitable result. For example, if no guidelines for emancipation exist in a statute, a court may decide that despite the fact a young person has been living on her/his own and earning her/his own money, she/he is *not* emancipated for the purpose of medical expenses and therefore parents must pay the cost of hospitalization. Conversely, the same factors indicating independence may justify a decision emancipating a child for purposes of establishing residence for public college admission.

Up until a few years ago, only eight states had a statutory procedure by which a youth might seek a judicial declaration of emancipation. Even in these states the right was often illusory, since in Alabama, Arkansas, Texas and Tennessee the youth had to be 18 to seek emancipation, and in Louisiana and Mississippi a parents' consent to the petition was required. Only Kansas and Oklahoma provided real procedures in which a judge would determine if the youth were of sound mind and able to transact her/his own affairs and if the emancipation would promote the interests of the individual.

Within the last year three states, Oregon, West Virginia and Maine have enacted new emancipation statutes. Under each law the *youth* may file for emancipation and must demonstrate an ability to live on her/his own, although the Maine statute makes it clear that the youngster may use community resources and agencies in developing his plan for care. The judge will then hold a hearing to determine if emancipation is in the best interests of the youth.

In addition to these new provisions, in this legislative session an emancipation bill was introduced into the California legislature. Significant in this bill is Section 64(c) indicating that if the grounds were proven, the petition must be granted (no necessity for a showing of the best interests of the child). Unfortunately in committee a determination of the best interests was added to gain the necessary support for passage, but with this compromise it appears the bill will be enacted. Emancipation laws such as this may be an answer to what to do with the status offender/runaway who cannot or will not return home.

For more information, a bibliography is included below containing books, articles and statutes dealing with emancipation.

EMANCIPATION SOURCES

Articles

A Bill of Rights for Children, 6 Family Law Quarterly 343 (1972) Henry Foster & Doris Freed.

Child vs. Parent: Residence, Education and Dates, 1973 Juvenile Justice 34, Lindsay Arthur.

Effect of Change in Age of Majority Upon Parents' Duty of Support, 23 Kansas Law Review 181 (1974).

Legal Emancipation of Minors in Michigan, 19 Wayne Law Review 23 (1972). Gabe Kaimowitz.

Should Children Be As Equal as People? 45 North Dakota Law Review 204 (1969). Lindsay Arthur.

Status Offenses and the Status of Children's Rights: Do Children Have the Legal Right to be Incorrigible? 1976 Bingham Young University Law Review 659.

What Amounts to Implied Emancipation of Minor Child, 165 American Law Reporter 723.

Books

Beaser, Herbert, *The Legal Status of Runaway Children*, pp. 55-69, Washington: Educational Systems Corporation, 1975.

Institute of Judicial Administration/American

Bar Association, Standards Relating to Rights of Minors, pp. 20-33, Cambridge: Ballinger Publishing Company, 1977.
Sussman, Alan, The Rights of Young People-An ACLU Handbook, pp. 15-23, New York: Avon Books, 1977.

Statutes

Kansas Revised Statutes, Sections 38-108 and 38-110 (Supp. 1971).
Maine Revised Statutes, Title 15, Section 3506 (Supp. 1977).
Oklahoma Statutes Annotated, Title 10 Sections 91 to 94 (1966).
Oregon Revised Statutes, Sections 109.550 to 109.565 (1977).
West Virginia Code Section 49-7-27 (Supp. 1977).
Proposed California Senate Bill No. 1473 (1978).

* * * * * * * * * *

MANAGING A COMMUNITY-BASED AGENCY

Jim Forbes, Director, Looking Glass Family Crises Intervention Center, Eugene, Oregon

In this workshop, Jim Forbes described four types of management styles, their advantages and their special needs.

The first management style is that of the analyst. The analyst tends to take a problem-solving approach to situations, oriented more toward ideas and concepts than toward feelings. He prefers study and analysis to immediate actions, and gives a thoughtful, sometimes hesitant, impression. His restrained and unassuming manner is a steadying influence in a group setting. Deliberate and unaggressive, he usually waits for others to come to him rather than offering an opinion. He typically wants to collect a great many facts and opinions before making a decision. However, he can procrastinate and get too involved with analysis, still seeking data when it is time for action.

The analyst needs to learn to make decisions and to initiate activity without waiting for more data. The analyst works effectively in an unpressured environment with well-established rules and procedures. The analyzing person needs leadership which structures a framework within which to work. Because he relates to others through information, the analyst needs to be given some methods of how to deal with other people directly. He may become tense when surrounded by confusion or ambiguity, and perhaps even become immobilized. Because he is not likely to thrive on hard competition, he more naturally moves to an advisory role. His steady and quiet manner causes others to look to the analyst for advice.

The person with a supportive style will generally be cooperative and willing to help others. He tends to work through the established structure in order to prevent interpersonal misunderstandings, and therefore accepts supervision readily. He tries to please others by doing what is expected of him and requires reassurance that he is doing well. He frequently welcomes and requires direction from others to overcome his natural desire to continue to work with what is familiar to him. If he believes that his ideas can benefit others, he will put them forth in a non-threatening manner.

A person with the supportive style tends to lack interest in planning and goal-setting, and may need structuring and descriptions of the activity expected. Therefore, the supportive person needs to learn to reach for goals, to be determined. There are probably times when more open and honest feedback to others would benefit him and other people. He may need to learn to stand up for his ideas, although his likeable style is a valuable attribute.

A person with a controlling style tends to be active, independent and ambitious, giving an appearance of self-confidence. He responds to a fast-moving challenge, and tends to get bored if he finds the pace too slow. Task-oriented, he sometimes offends others with his eagerness to get the job done. He wants to know what's going on around him, to be in the know, and to help direct the course of the work group. Not having the situation under his control raises his tensions. He tends to set his objectives and then work toward them without delay. Because he directs his energy toward task results, others accept his authority and leadership. This type of person, however, may lack patience to work with the same problems over a long period of time. He may need to strengthen his ability to listen to others and to recognize the importance of feelings and attitudes as well as logic. His need for personal success may limit his ability to cooperate with others to accomplish organizational objectives. He will be more effective if he remembers that sometimes he comes on strong with others so that his behavior is overwhelming. The controlling person needs to learn to listen to the feelings as well as the words of others. He also needs to be given a position that requires him to rely on the cooperation of his co-workers.

The person who has a promotional style tends to get involved with people in active, rapidly moving situations. Not given to detailed analysis, he makes easy generalizations without sufficient information. Eager to please others, especially those who respond to his outgoing ways, he attaches himself to people he admires, desiring their recognition. Usually lacking concern for details, he may move too rapidly forward before completing a task, jumping to conclusions. Therefore, the promotional person needs to make his enthusiasm more effective. He can be highly competitive so that, if he is thwarted in his efforts, he releases his frustrations on other people.

Consequently, he needs to learn to work with and through others.

* * *

MONITORING OF INSTITUTIONS

Kathleen Lyons, Consultant, Mental Health Law Project, Washington, D.C.

The Juvenile Justice and Delinquency Prevention Act prohibits the intermingling of non-criminal youth (dependent, neglected and status offender) with adults in correctional facilities and requires that states receiving funds under the Act remove all noncriminal juveniles from correctional settings within a period of three years. Other federal legislation, such as the Education for the Handicapped Act, also set out guidelines which institutions must follow under threat of losing federal funds.

In order to ensure that these federal strictures are being adhered to, institutions must be monitored. Increasingly, government is turning to the private sector for assistance in this task, but neither the federal government nor private advocacy organizations have reflected sufficiently on major roadblocks the citizen monitor is likely to encounter. Among these are questions relating to access and legitimacy.

If it is to be effective, monitoring requires physical access to the institution and its population as well as access to institution records. In most cases, the administrator of a facility has full discretion to grant or refuse access to its grounds and buildings. Examples of unrestricted access to public or private residential facilities are rare. Legal challenges to denial of access to institutions have not dealt specifically with the activities of monitoring groups; and, in general, regulations restricting visits to certain times, and to particular persons have been upheld. Local chapters of civic organizations, such as the National Council of Jewish Women, engaged in monitoring child care institutions, have relied on the good standing of their members in the community to open doors. Other "outside" advocacy groups have piggybacked on access afforded the press, lawyers, or local politicians. There are good reasons--security considerations or disruption of the therapeutic process for example--why an administrator might desire to keep out or at least regulate the traffic of citizen groups into his institution. In addition, any person who has visited institutions has come across examples of staff hostility and suspicion of outsiders. This climate should not be expected to change appreciably until community participation in the operation of public care institutions is an accepted practice.

In regard to access to records, the absence of uniform state licensing standards and procedures, and the exemption of entire classes of facilities from licensing requirements pose major obstacles to monitoring. There are limitations to information available under federal and state Freedom of Information statutes as well.

Any citizen monitoring program will have to wrestle with misapprehensions based on residents' rights to privacy and confidentiality of inmate records. Most juvenile institutions have administrative procedures to protect client records and ensure compliance with federal statutes. Institutionalized persons also have some rights to privacy in actual face-to-face encounters. Questions concerning the degree of privacy and the liability of citizen volunteers to invasion of privacy suits will inevitably arise as monitoring becomes a more common activity.

It is safe to assume that problems relating to access will not be resolved unless the organization doing the monitoring is recognized as having a right to involve itself in an institution's affairs. Legitimacy may be conferred in one of three ways: 1) through statute or administrative decree (state protection and advocacy systems authorized in Federal Developmental Disabilities legislation); 2) through agreement with one or more of the systems having traditional responsibility for serving youth (and administering institutions); and, 3) incrementally, as an outgrowth of the mandated activities of a recognized advocacy group (local Human Rights Committees, for example).

Rights of access to juvenile institutions and recognition of the legitimacy of a private organization's advocacy activities should receive thoughtful consideration at the outset by federal agencies, such as the Office of Juvenile Justice and Delinquency Prevention, which are enlisting the aid of citizen groups in their monitoring program.

* * *

THE NATIONAL ENDOWMENT FOR THE HUMANITIES, OFFICE OF YOUTH PROGRAMS

Liz Armstrong, Program Specialist, Office of Youth Programs, National Endowment for the Humanities

The Office of Youth Programs funds two types of activities: Youthgrants, which supports individuals or groups of young people for their own projects in the humanities, and NEH Youth Projects, which supports organizations and institutions that reach large numbers of young people.

Youthgrants began in 1972 as a program of the National Endowment for the Humanities. The Endowment is an independent Federal agency created by Congress to promote national achievement "in the realm of ideas and of the spirit" through support of research, education, and public activity in the humanities.

Youthgrants supports independent projects in the humanities initiated, planned, and implemented by young people themselves. It provides awards to young people in order to stimulate their interest in the humanities and to make possible contributions to others through their research and interpretation of different areas of the humanities, including such fields as: History, Archaeology, Literature, Language, Philosophy, Art History, Comparative Religion, Law, and the Social Sciences.

Some past youthgrant projects include:

- o A record album, booklet, and photo exhibit of Cajun and Black Creole "Zydeco" music.
- o A collection of American slang (1865-1900) containing more than 10,000 outlandish linguistic responses to new situations-in this case, industrialization, mass immigration, and the frontier.
- o Two courses on American jazz and art history, taught at 30 nursing homes in the Boston area.
- o An oral history of Alabama craftsmen discussing surviving folk crafts such as fishnet knitting, dough-bowl carving, and white-oak basket weaving.
- o A survey of journals kept by pioneer women on overland trails west to Oregon and California (1840-1860) which indicates that Victorian social mores were stronger than the liberating forces of the frontier.
- o An examination by six California high school students of racial stereotypes held by their peers.
- o "The Emerging Woman" - a film tracing the history of the women's movement in America.
- o A bi-lingual text in Spanish and English and a slide/tape presentation on the legends and folklore of the Spanish and Mexican-American people of El Valle, New Mexico.
- o The first English translation of the Russian novel Tri Tolstyaka (The Three Fat Men).

To be eligible, Youthgrants must: Be clearly in the humanities, be within the capabilities of the applicant, be specific in scope and intent, have a definite end product with some appropriate means of presentation, and be fully initiated planned, and developed by youths themselves.

NEH Youth Projects has been developed to encourage organizations and institutions that deal with children and adolescents outside of the formal classroom setting to offer participatory learning experiences in the humanities. The activities supported take place on a local, state, regional, or national level. NEH Youth Projects funds youth groups, labor and community organizations as well as museums, libraries, theaters, and other humanities institutions to develop programs, resource materials, and other types of activities that increase young people's knowledge and skills in the humanities.

NEH Youth Projects should explore new ideas, techniques, and formats that reach a diverse youth audience with educational activities in the humanities. This audience should include youth who have access to a wide variety of educational and cultural opportunities, as well as youth not normally reached by traditional humanities programs, such as school drop-outs, youth with special needs or handicaps, minorities, and young people living in isolated rural areas. NEH Youth Projects should be a challenge to youth--promoting their active participation in learning about the humanities and encouraging them to apply these experiences to the decisions they must make about their values and goals. The National Endowment for the Humanities will provide support for both the planning and the implementation of these programs.

For further information on either of these youth programs, contact:

The Office of Youth Programs
National Endowment for the Humanities
Washington, D.C. 20506

****

NEW GAMES

Doug Kuhn, Training Coordinator, Ohio Youth Service Bureau Association, Dayton, Ohio

The purpose of new games, as in all games is that all have fun - no processing or figuring things out. Participants should learn how to let go in healthy play that is truly re-creative.

The basic rules of new games are that everyone should play hard, play fair so that nobody gets hurt. The ultimate value in game playing is that everyone has fun. To facilitate this, participants can change the rules, modify the game, make up a new game, whatever, to make it fun. The traditional rule book need not be followed, as long as everyone understands the new rules. Competition should be kept to a minimum within the context of fun. Many games emphasize cooperation or end with everyone sharing in the success, thus all participants are winners.

New games call for skills beyond the culturally popular macho characteristics of speed, strength and toughness. Instead, they call for intuition, perception, deception, agility, smallness, creativity, letting go, dexterity, cooperation, and chance.

In new games, as few as 2 or as many as 200 can play. For specifics on how to learn new games contact: New Games Foundation, P.O. Box 7901, San Francisco, California 94120; Bernie Dekoven, The Games Preserve (good games for elementary school children), R.D. #1, Boc 361, Fleetwood, Pennsylvania 19522; or consult two publications - The

New Games Handbook, Edited by Andrew Fluegelman, Headlands Press 1976; and The Ultimate Athlete by George Leonard.

****

THE NEW YORK STATE MODEL OF COMPREHENSIVE PLANNING FOR YOUTH SERVICES

Anona T. Joseph, New York State Division for Youth, Albany, New York

Ann Irvin, Executive Director, Nassau County Youth Board, Carle Place, New York

By January, 1979, it is anticipated that 53 Comprehensive Youth Service Plans will be operational in New York State. This has been made possible by an effective service delivery system.

New York has created a state agency which not only provides leadership and technical assistance, but also disburses matching funds on a significant scale to municipalities for the setting up of youth programs and projects. Through the state-aided youth projects serviced by 16 Division for Youth Field Representatives located throughout the state, it has contributed to a tremendous expansion of local youth services at the village, town, city and county levels.

The Division for Youth, through its Local Assistance program administered by the Youth Development/Delinquency Prevention Unit, serves communities across the state which seek to identify and respond to both the needs and potential of their youngsters. The Division encourages localities to maintain and expand their youth services efforts by providing technical assistance and financial aid to those municipalities which operate or sponsor programs designed to foster the development of all youth while preventing or controlling the incidence of delinquency from among those at risk within the larger youth population.

More than 1,365 municipalities, including all cities and more than 85% of towns and villages, are participating in 2,400 state-aided youth programs, of which approximately 1,000 are programs subcontracted with private, not-for-profit youth-serving agencies.

In order to foster the continued growth of the youth service network, Article 19-A, Section 420 of the New York State Executive Law was amended in 1974 increasing Local Assistance funds, while encouraging improved planning and coordination through the development of County Comprehensive Plans.

Counties which establish Comprehensive Youth Service Plans will be eligible to receive the maximum annual state aid reimbursement of $4.50 for each youth residing in the county. To maximize available state aid, a county and the towns, villages and cities nearby must enter into comprehensive planning agreements. Thus, planning and coordination of services was built in both fiscally and programatically. State aid for administrative costs also increased $75,000 for counties and $50,000 for towns, villages and cities. Translated, this means in Nassau County, with a youth population of over 50,000, that a little better than $2,400,000 is available for services and $75,000 is available for administration at a county level, plus $50,000 for each additional municipal youth bureau.

In concept, comprehensive county planning of youth services means pooling and coordinating all available resources to produce the best possible programs to serve the needs of as many of the youth population as possible. To be comprehensive, a Plan must provide for the most complete system of youth services to all youth, regardless of where they fit in the range of services and programs. Comprehensive Planning provides for the present as well as the future, with evaluation of alternative purposes and methods by which the purposes may be reached.

It is an effort to avoid unnecessary duplication yet maximize the impact of services through strategic placement, pooling of resources and focusing on priorities.

It is an attempt to create a system of youth services geared to meet the needs of all the youth in the community--giving special attention to those youth who are in most need, without neglecting those who are more fortunate.

Counties which elect to participate in Comprehensive Planning must follow certain procedures in order to have their Plan approved by the Division. Key steps in developing the Plan are:

1) Completion of the Preliminary Survey of Youth Needs and Services. This enables the county to determine the nature and scope of problem areas as well as providing it with an overview of the current youth service delivery system.
2) Establishment of a County Youth Bureau, the administrative agency responsible for planning, coordinating and evaluating youth services and researching youth needs, and/or Youth Board (the citizens board of a Youth Bureau). In counties of less than 15,000 youth population, the Youth Board may assume the duties of a Youth Bureau for purposes of Comprehensive Planning.

In New York State there are currently over 65 Youth Boards/Bureaus. Obviously, this is quite a large youth service system; the largest in the country. Youth Boards and Bureaus are linked together throughout New York State through the Association of New York State Youth Bureaus. Social-political action is possible through this model and funding has not only been maintained, but increased, as well as the planning and quality of services.

Philosophically, Youth Boards/Bureaus are set up on a broad-based, grassroots-up decision-making model.

3) The appointing by the Youth Board of a Planning Committee. This committee is responsible for the preparation of the

Planning Agreement. In order to insure the Comprehensive Plan's meeting the needs of the community, it is necessary to obtain broad-based community participation on the Planning Committee.

Most Youth Boards/Bureaus contract youth services monies out to not-for-profit corporations in the heart of communities where the service is to be delivered. Thus, each of the community agencies has a governing board sensitive to youth needs, participating in the administration of services and the resolution of youth problems. This model creates a broad constituency for youth.

Youth Boards/Bureaus have prime responsibility in youth services for: planning, coordination, contract management, operation of select, direct services and generate many more dollars than the state and local aid available as they apply and manage other grants (such as HEW, LEAA, CETA, etc.). In Nassau County this translates as follows: 21% of the 1978 budget is a combination of county and state dollars based on the funding formula. Of an approximate $10,000,000 budget, the remaining monies are generated from CETA, LEAA, and HEW.

4) The development of long-range goals to be achieved during or by the end of the five-year planning process.
5) The development of a list of community priorities and objectives to be met during the planning year.
6) Preparation of projects based on needs and priorities and integration of existing services with new services.

Thus, the State of New York and local municipalities have a form of partnership that enables dollars and services to be available for youth services. That partnership is progressive in its intent and encompasses Board participation in the planning and development of service systems.

* * *

OPPORTUNITIES AND DIFFICULTIES EXPERIENCED BY WOMEN IN YOUTH WORK

Cynthia Myers, Executive Director, Metro-Help and the National Runaway Switchboard, Chicago, Illinois; Chairperson, National Youth Alternatives Project Board of Directors.

Laverne Pierce, Chairperson, Oregon Juvenile Advisory Group, Oregon Law Enforcement Council, Salem, Oregon; National Youth Alternatives Board of Directors; member National Advisory Committee on Juvenile Justice and Delinquency Prevention.

Debbie Shore, Executive Director, Washington Streetwork Project, Washington, D.C.

This workshop, subtitled "for women only," was a vehicle for participants to discuss freely their views about women in youth work. Cynthia Myers suggested four words: Performance, Ambition, Sense of Self, and Sexual Dynamics, as significant aspects for women in managerial youth work. These characteristics provided the basic foundation for the workshop and a general consensus of the issues discussed follows.

According to participants, performance signifies "doing the best work a woman can do in whatever work she is doing". Competence is critical to success, and for women, competence is twice as critical as it is for men. Too often women who "get to the top" do so because they are twice as able as a man in the same position. Not only does a woman have to be able to do the job, but also she must surpass many other people, particularly males.

Women must constantly prove their efficiency, prove that they're doing their "homework" by keeping factual information close at hand. Overall, a woman's performance is defined as being "not just better than the others, but the best around".

Ambition in women causes their job roles to change. Traditionally, the human service profession envisions women as the social workers and men as the psychiatrists and psychologists directing them. Now women in youth work are trying to mold their own roles, constantly having to assert themselves in the process.

Cynthia Myers related two stories to depict the some of the barriers ambitious women face in youth work. Before she became the Executive Director of Metro-Help, Ms. Myers was a member of the agency's Board of Directors. When she was offered the job as Executive Director, she was also offered the job as Executive Director of Metro-Help with a salary equal to that of the previous Director.

Ms. Myers second story exhibited the importance of women gaining a sense of self. During her first year on the job, Cynthia spent a great deal of time trying to be accepted within the male-dominated political climate. She came to realize, however, that she held her own power and influence. It was "irrelevant" whether she was accepted by other "male bosses" or not. Hence, it is vital to determine one's own influence and learn to look beyond the illusions of power that so many men in managerial positons, assume.

Several attendees viewed age as an integral factor contributing toward a sense of self. There was some disagreement as to whether older age is an advantage or a disadvantage in the working world. Older women may appear more competent and experienced, however, they suffer from the deficiency of growing up in a time different tham the age group their agency serves as well as being raised in a different era of sex-role socialization. While younger women may lack full professional know-how, they are seen as better able to identify with the youth they serve as well as to benefit from the sex-role changes that have resulted from the Women's Movement.

In achieving a full sense of self, women must be aware of their socialization, both its benefits and its shortcomings. As one workshop participant mentioned, women have to be careful not to sell out who they are as individuals and as females. One of the greatest qualities that females have is the power of nurturance and intuition, to work with others in contrast to the socialized male's competitive, sometimes bitter nature.

This socializing force, however, sometimes can reach extremes. Emerging from an upbringing of a "sorority", social image, many female managers experience conflicts between being an effective manager and being liked by their fellow staff members. In contrast, males in managerial postitions accept lesser friendship roles more easily, and establish fewer superficial friendships as a result. Perhaps because men often learn how to play with a team early in life, they never suffer illusions of how binding or lasting friendships should be.

Furthermore, the issue becomes not whether a woman adopts a particular role but whether she articulates how comfortable she is in that role. Too often, women focus on trappings and fall on role excuses to explain away their shortcomings. Women must learn how to express themselves better. Inadequately trained to speak, they cannot easily find a program geared to improve their speaking ability, whereas, traditionally men have relied on law school or other settings to receive such training. A woman does not make or break a situation by how well-dressed she is, but by what she says, how strongly she says it and how well she addresses the issues at hand--basically in how well she articulates herself. Dress and other such trappings only serve as acceptable means to "get one in the door".

The fourth aspect, sexual-dynamics, is overwhelmingly recognized by most women in youth work. Participants cited numerous experiences tied in with the sexual dynamics of male-female relations. When a male manager feels threatened by a woman coming into power, he approaches her in a seductive way to shift that power. In turn, when approached, the woman feels compelled to stop and ask herself what she did to bring on this seduction. All too often, she views herself as the culprit of the seduction process, the blame falls on her shoulders, and the shift of power is achieved.

Participants vehemently agreed that managerial women can not afford to be sexually involved with their male counterparts. In the long run, women are judged more harshly than men for such actions.

However, the sexual dynamics and tensions which do occur between men and women in managerial positions need not be ignored or dismissed as useless to the profession. In fact, such differences can be utilized and "played upon for everything they're worth'. For example, when a woman walks into a meeting of 75 men as the only female attendee, she can use that sexual dynamics to bring attention to what she has to say.

AN OVERVIEW OF THE NATIONAL CLEARINGHOUSE FOR ALCOHOL INFORMATION AND ITS RESOURCES

Keith Hewitt & Mary Hughes, Project Staff,
National Clearinghouse for Alcohol
Information, Greenbelt, Maryland

The National Clearinghouse for Alcohol Information (NCALI) is an information service of the National Institute on Alcohol Abuse and Alcoholism prevention, treatemnt, and research, and to share this knowledge with the professional community and the general public.

The Clearinghouse shares its alcohol information through a variety of services and products designed to assist the many different users of NCALI. Through a system of acquiring, evaluating, analyzing, processing, formatting and reformatting of all kinds of information about alcohol, thousands of persons can get the kind of information they need in a form that is most helpful to them. Responses to requests range from NIAAA-prepared pamphlets and posters to a demand bibliography or computer search.

Current awareness services and materials are designed to search out new users of Clearinghouse services and to keep registered users up to date on new developments in the field. The Clearinghouse prepares two publications: NIAAA Information and Feature Service, a medium for news and features, and Alcohol Health and Research World, a quarterly paid-subscription magazine, also designed to keep the readers abreast of the latest information.

For users who want to receive more techmical information on a regular basis, Current Awareness offers two other services. After indicating him/her user profile by selecting topics from a list of interest categories, a user can register to receive Individualized Interest Cards, issued monthly, and Grouped Interest Guides semi-annually.

A unique feature of this Clearinghouse is the Target Audience Program (TAP) which is designed to assist the Institute's prevention program through the enlistment of previously uncommitted resources in the campaign against alcoholism. Currently focusing on three target audiences--women, youth and minorities--TAP activities are aimed at working through existing channels to reach these audiences to help them establish appropriate prevention programs. The outreach activities of TAP are further aided by Clearinghouse fireld representatives around the country who disseminate and implement NIAAA/NCALI projects that have broader application and can be replicated in other states.

Currently under development by TAP Youth Programs is a publication, "Is Beer a Four Letter Word?," an alcohol education/alcohol abuse prevention "idea book" directed to high school students. The book presents twelve action plans which may be implemented by young people in the school or in the community. The overall aim of these plans is to have teenagers re-examine their drinking attitudes and to reduce the overall level of youthful drinking problems. Single copies of "Is Beer a Four Letter Word?" will be available, free of charge, September 1978 from the:

National Clearinghouse for Alcohol Information
P. O. Box 2345
Rockville, MD 20952

* * *

PEER COUNSELING AND PEER OUTREACH

Robert Bowers, Project Administrator, Youth Enrichment Program, Detroit Public Schools, Detroit, Michigan

Susan Ravitz, Project Coordinator, Valley Youth House, Bethlehem, Pennsylvania

In the October, 1977 Youth Alternatives, Peter Essley, former Aftercare Program Specialist at the National Youth Alternatives Project, explained the general similarities found within most peer counseling programs:

> "Peer counseling programs are one of the most common forms of youth participation among youth projects, particularly runaway programs. Peer counselors, usually between the ages of 15 and 18, serve as counselors or supporters for other youth needing help. Peer counselors may handle either telephone or person-to-person counseling, and may carry their own caseloads. . .
>
> "Some of these peer counselors handle regular working shifts. Others hold no regular shifts, but serve as informal outreach workers--their counseling skill is present in the community even when they are not officially working.
>
> "Peer counseling and other forms of youth participation are increasingly accepted and encouraged by federal policy. Program performance standards for runaway projects funded by the Youth Development Bureau of HEW state that:
>
> > 'Youth shall be involved in the delivery of services provided by the project. Training shall be provided to the youth designed to assist them in performing their roles in the ongoing planning and delivery of services.'"

The Youth Enrichment Program of Detroit, Michigan, coordinated by Charles Wells, utilizes peer counselors within the framework of the program's philosophy to work in the school system.

The Youth Enrichment System Project has been implemented in four Detroit Public High Schools. The primary purpose is to prevent or minimize the frequency of nonproductive, social behavior of students who have come in contact with the Juvenile Justice System. The project is jointly funded by the LEAA, the City of Detroit and the State of Michigan.

In each school there are two group counseling models: Guided Group Interaction (G.G.I.) and Personal Mastery.

The basis on which Guided Group Interaction (G.G.I.) is founded is that the power of the peers is strong enough to cause positive changes among the group members. Positive changes within individuals can be fostered by other group members because of the "culture of caring" which is developed during the process. Also, the students learn and practice three basic values of guided group interaction: 1) you have no right to hurt yourself; 2) you have no right to hurt another human being; 3) you have an obligation to help other people.

Each G.G.I. meeting is comprised of four steps. The first, reporting on the problems, gives the group members an opportunity to express any conflicts or problems that are of concern to them. During the second step, awarding of the meeting, the students determine which member has the most serious problem that must be dealt with (i.e., low self image, inconsiderate of self, inconsiderate of others, etc.). The final step of the meeting, the summary, is reserved for the group leader to summarize the events of the meeting. The G.G.I. Counselors also provide tutorial services to group members who have been identified as poor achievers in math and English.

The Personal Mastery component proposes to focus on providing the necessary professional service needed by the youth participants to change specific self-defeating behaviors to behaviors that are productive. This approach utilizes strategies that focus on identifying, thinking, feeling, and doing behaviors that are self-defeating or destructive.

With the help of counselors, psychologists, and consultants from other helping disciplines, students are assisted in: identifying and stating what their self-defeating behavior is; examination with the student to identify why unproductive thinking and feelings are present; examine possible alternatives to self-defeating behavior(s); help students set goals which are realistic and obtainable; test alternative behaviors in group sessions with the help of other group members; home assignments are provided so that tryout can occur outside of the counseling sessions; reports are made to the group about success or failure of new alternative behaviors; reports are made to the group about success or failure of new alternative behaviors; analysis and revisions continue throughout life of sessions; student either incorporates new behaviors, rejects them, or gets recycled for additional exploration.

The emphasis in this process is on individual client acquisition and incorporation into the self-system what is developmentally, educationally, preventatively, and therapeutically beneficial.

The Valley Youth House of Bethlehem, Pennsylvania utilizes the schools' systems as well as other sections of the community in an attempt to reach youth with their Peer Outreach Program. Valley Youth House, located in the Lehigh Valley of Pennsylvania, is a private, nonprofit, residential facility serving youth in crisis and their families. Valley Youth House provides food, shelter, and counseling to runaway youth and is operated and professionally staffed 24-hours-a-day, 365-days-a-year.

In November, 1977, Valley Youth House initiated a new service, the Peer Outreach Program, which serves the City of Easton and Northampton County youth. The Peer Outreach Program recruits and trains Easton residents between the ages of thirteen and eighteen as Peer Outreach Workers. The purpose of the program is to reduce the number of youth who run away from home, to reduce the number of crimes committed by youth in Easton, to help youth identify those agencies which meet their needs and to identify those needs that presently go unserviced. They, as volunteers, learn basic communication skills and the process of making referrals to youth serving agencies in Easton. A VISTA volunteer, Lisa Whittemore, is responsible for the overall supervision and coordination of the Peer Outreach Program.

During the five years which Valley Youth House has been serving the Lehigh Valley, 8% of their clients have been from Easton; 31% from Allentown; and 28% from Bethlehem. Conversely, Easton police report a higher number of runaways than any other Lehigh Valley community. During 1975, over 500 Easton adolescents were arrested; 67% of these arrestees were recidivists. The Peer Outreach Program is designed to work cooperatively with local police, schools, and other community agencies to identify youth in need of services and to help reduce these statistics.

Peer culture is one of the strongest influences on the lives of teenagers. Often adolescents seek out advice from age mates rather than going to an older person. The Program operates under the assumption that youth can be a valuable resource to other youth. The purpose of the Peer Outreach Program is to enable youth to actively participate in the processes and projects which affect their lives. The Peer Outreach Workers are responsible for making the decisions within the program. Hopefully, this equips them with some decision-making and leadership skills which they will be using later in life.

Recruitment of Peer Outreach Workers aims at finding a cross-section of concerned teenagers who live within the Easton and Wilson (a small borough outside of Easton) areas. Schools, churches, the Y's and similar agencies all offer a service to Easton teenagers. The Peer Outreach Program intends to recruit between 15 and 20 interested youth from these and other groups in Easton and Wilson. Those who initially show interest and a willingness to get involved are screened to determine their qualifications for Peer Outreach Workers. Those who are selected as Peer Outreach Workers are youth who are interested in learning how to direct their friends into Easton youth service agencies, who are willing to make a commitment to the group, and who want to learn more about what resources are available to them in their community.

Training begins immediately following the screening. Beginning with a weekend retreat, the training covers a ten-week period. The first three sessions focus on basic communications skills, listening skills and some basic problem solving skills. The remainder of the training focuses on youth serving agencies in Easton and the process of making referrals to those agencies. During these sessions the Peer Outreach Workers make on-site visits to the agencies. The purpose of the visits is to familiarize the Peer volunteers with the location, the intake process, and the services offered by the agency. Orienting the volunteers in this way makes them feel more comfortable in making referrals. During these sessions they meet with the person in each agency that receives referrals. The Peer Outreach Worker then has at least one contact who knows of his/her role. The final training session reviews some of the techniques which have already been learned and provides a basis for the weekly group meetings which will take place throughout the program.

At the conclusion of the training program, the Peer Outreach Workers make themselves available to their peers within the schools, neighborhood, church and community, and implement the skills which they have learned. Each individual makes himself available as he feels most comfortable; either formally or informally. A Peer Outreach Worker is identified through posters in the schools and communities and by word of mouth. Having been identified as possible resources, they begin the referral process. The volunteers are identified on a more formal basis. They are available to church and civic organizations to speak about the Peer Outreach Program and to increase the community's awareness and knowledge of the program. Along with making themselves available to their peers and implementing the program, there are weekly group meetings of the outreach workers. These meetings offer support to the volunteers as well as an opportunity for supervision and further training. The groups work around the specific needs which the Peer Outreach Workers identify. There is some mixed group work which includes both the volunteers and some of the people who have made use of their services. The weekly group meetings continue throughout the duration of the Peer Outreach Program.

The Peer Outreach Program offers other services to the Easton community as well as the information and referral service. Transportation to Valley Youth House is made available to those teenagers who cannot find an alternative in the Easton community and who need overnight shelter. The Peer Outreach Workers also offer to escort youth to agency appointments. Valley Youth House staff, volunteers and interns are available as additional resources to the Peer Outreach Program. There are parent meetings on a regular basis as well as other community meetings to keep both the parents and the community informed about the Program.

After the initial group of Peer Outreach Workers are trained and have begun the information and referral process, recruitment begins for another group. A long-term goal of the program is to reduce recidivism and acting out behavior among Easton teenagers. The program also hopes to identify some areas of need which are not being met by agencies in Easton and to find a feasible way to fill those gaps.

agencies. During these sessions, the Peer Outreach Workers make on-site visits to the agencies. The purpose of the visits is to familiarize the Peer volunteers with the location, the intake process, and the services offered by the agency. Orienting the volunteers in this way makes them feel more comfortable in making referrals. During these sessions, they meet with the person in each agency that receives referrals. The Peer Outreach Worker then has at least one contact who knows of his role. The final training session reviews some of the techniques which have already been learned and provides a basis for the weekly group meetings which will take place throughout the program.

* * *

REALISTIC CRISIS INTERVENTION AND SHORT TERM COUNSELING

Oliver Brown, III, National Institute for Community Development, Inc., Arlington, Virginia.

Providing crisis intervention services and short-term counseling to ungovernable/runaway children and their families is as challenging a social work duty as any responsibility within the profession. Theoretically status offenders frequently are classified in a niche somewhere between the delinquent child and the dependent child. In many ways, they share traits and characteristics of delinquent and dependent youth.

For most status offenders, the child has chosen to rebel against the most personal and most intimate environment; he has chosen to rebel against his parents and family. Youth who waywardly commit delinquent acts oftentimes are emotionally supported by their parents and family through the experience with police and the juvenile court. However, by choosing ungovernable and/or runaway behavior, an individual child is taking the strongest stand imaginable. He has chosen to rebel against a support system which has been with him since birth.

Ungovernable/runaway children are not born. Their desire to act out develops through the years, and this process is exacerbated most classically when the individual youth enters the troublesome years of adolescence. A common trait found in the ungovernable/runaway child pertains to strained familial relations. Frequently, the ungovernable/runaway child serves as the signal or messenger for more disturbed pathology existent within the family. The child in fact may be saying: "if they have to look at me for what I'm doing, eventually they're going to have to look at my family." Frequent complaints of ungovernable/runaway youth relate to marital discord between parents, alcohol and drug related problems, inadequate parenting roles, violence within the home, etc. This refocusing of the problem is needed, however, it frequently draws the attention of a resistant and threatened parent.

While the major emphasis and responsibility must be placed upon the parents, the more severe situations are usually indicated by an uncooperative set of parents and an equally uncooperative child. Situations like the above are extremely difficult to address in that the problems are usually very well established and long standing. Occasionally, a worker may confront a set of parents who are rejecting positive change in that they are vicariously enjoying the ungovernable or runaway pattern which has so engrossed the family. In a distorted sense, the chaos can be viewed as excitingly romantic.

Crisis intervenors in the above situations must be skilled in their ability to properly evaluate the total pattern while not being sucked into the actual chaos demonstrated by the family.

Parents must assume their proper role within the household. They must learn to be parents and not siblings to their children. The changes and shifts which must be made in such families are oftentimes not accomplished by the crisis intervenor, but a major goal relates to motivating and convincing the family that they should view the child's acting out as a family issue, a family issue which will not go away, which will not improve unless the family makes a commitment towards long-term treatment.

In sum, parenting today is a difficult task for all parents. Nevertheless, it is the responsibility of all parents to perform their expected roles and functions. Helping parents better understand and implement their roles as parents is a major goal of such crisis intervention.

One possible treatment plan for crisis-intervention and short term counseling of the youthful client and his/her family is outlined in How to Do Psychotherapy and How to Evaluate It: A Manual for Beginners, by Lieblum and Gottmann, Harcourt, Brace and World, New York, New York, 1974.

First, the organizational system must be designated. The therapist interviews the identified client, important family members and friends to begin the initial assessment of the nature and orientation of the client's problem. He/she also should interview and/or consult with other clinicians and co-workers regarding past treatment efforts.

Second, the therapist must examine how the decision was made to enter treatment. Is treatment being sought on a voluntary basis, or via coercion? The client's feelings about treatment should be explored at this stage. Frequently, initial treatment is hampered by coercion to seek treatment. In addition, the client and counselor should explore their expectations of the treatment process: discuss their hopes, fears and fantasies.

Administration of the problem assessment package follows, including data collection, review of all available past information collected by other clinicians, interviews with key family members and friends. At this stage, the counselor can begin to outline the social/psychological history of the client and his/her family.

Next, the therapist and client must negotiate their therapeutic contract. This negotiation, for the counselor's role, should include clarification of the problems that are to be worked upon and the manner in which they are to be worked; negotiation of the frequency and length (weeks, months) of treatment; and clarification and specification of the counselor's own capabilities as well as the resources available.

Finally, the initial change efforts can begin, at which time the counselor sets the objectives/goals of treatment, designs the data gathering process (the feedback system) and monitors the change with the client.

* * *

PROJECT HEAVY (HUMAN EFFORTS AIMED AT VITALIZING YOUTH)

Michael Zimmerman, Deputy Director, Project HEAVY/San Fernando Valley, North Hollywood, California

In this workshop a representative from Project HEAVY, a multicomponent youth service agency, described its many successful innovative programs. Some of these services include youth employment training and placement, gang work, improving race relations, juvenile court diversion, recreation and counseling.

Project HEAVY/San Fernando Valley is a nonprofit corporation initially funded by the United States Department of Justice, Law Enforcement Administration, through the Los Angeles Regional Criminal Justice Planning Board and the City of Los Angeles Office of Criminal Justice Planning. The primary objective of the Project is to develop, implement, monitor, and evaluate a network of youth and family service programs to divert delinquent and crime-prone youth, age 13-18, out of the traditional juvenile justice system into community-based, nonjudicial alternative systems. In this way the Project eliminated some of the negative spillovers to jails, prisons, and community-based corrections: rejection of dominant community values and development of true criminal skills and lifestyles. Project HEAVY/San Fernando Valley sought a reduction of juvenile crime by successfully diverting these delinquent-prone youth. Furthermore, we developed an empirical basis for understanding the factors which impact the diversion process so that the quality, mode, and outcome of delivered services can be enhanced while minimizing the costs.

Throughout the Project's initiation, developing and implementing process, representatives from the Los Angeles County Board of Supervisors, Los Angeles City Council, Los Angeles Police Department, Los Angeles County Probation Department, Los Angeles City Unified School District, Mayor of Los Angeles and other community-concerned organizations were actively involved as Board of Directors and Resource Board. In 2.5 years of operation, the Project's achievements have far exceeded the original goals. Project HEAVY/San Fernando Valley's diversion component has awarded purchase of service contracts through a competitive request for service process to 25 community-based youth and family service agencies. This network of agencies has provided various services, including youth employment services, on-the-job training, social adjustment counseling, psychiatric diagnosis, substance abuse rehabilitation, day treatment, educational services and recreation services. Some short-term innovative programs including a series of summer youth employment community conservation programs, an exotic animal affection training program, a 24,000 square foot mural, and a radio broadcasting program represent a significant attempt by our Board of Directors to strive for creative treatment modalities.

Since the inception of Project HEAVY/San Fernando Valley diversion delivery network in January, 1976, over 6,400 youth and families residing in the area of San Fernando Valley who were either delinquent-prone and/or involved with law enforcement agencies have received services from these children, youth and family service programs. It is significant to note that 82.5% of these youngsters were referred by juvenile justice system agencies. The Los Angeles Police Department referrals totaled 43.5% of all clientele. For example, Project HEAVY/San Fernando Valley's subcontract agency San Fernando Valley Youth Foundation has received 99% of its referrals from the Los Angeles Police Department. Thus it is the single largest diversion center in the history of the City of Los Angeles. Los Angeles County Probation Department accounted for 29% of all referrals. Referrals from Los Angeles County Sheriff, juvenile justice court, and other juvenile justice systems accounted for a total of 10%. 17.5% of all clients were nonjuvenile justice system referrals, sent to the programs by schools, other social service agencies, or friends, etc.

Project HEAVY/San Fernando Valley has made a significant impact on the juvenile justice system. Los Angeles Police Department Valley Bureau's juvenile diversion rate has increased dramatically since Project HEAVY/San Fernando Valley's inception - an average of 70% between 1975 and 1977. The increase is especially notable at two Los Angeles Police Department divisions: Van Nuys (171%) and North Hollywood (179%) between 1975 and 1977. Unfortunately, diversion for all Los Angeles Police Department bureaus citywide only increased 8% during this period. Project HEAVY/San Fernando Valley, in close cooperation with the Los Angeles Police Department, has contributed to a 14.4% decrease in juvenile arrests in the San Fernando Valley during the first year of operation.

Project HEAVY/San Fernando Valley diversion network program has proved to be more economical and effective than the traditional juvenile justice system. According to a conservative cost study conducted in 1975, it would cost at least $2,378 to process a youngster from the point of police arrest to the point prior to placement at California Youth Authority. Furthermore, the most recent study indicated that it would cost the state $12,000 annually to detain a youth at a California Youth Authority facility. During Project HEAVY/San Fernando Valley's third year of operation, the average cost per client for direct services is only $102 for an average length of stay. Project HEAVY/San Fernando Valley diversion network programs not only demonstrated an effective alternative to traditional justice systems, but saved more than 6.7 million in taxpayer dollars. The project has been recommended by the Los Angeles Regional Criminal Justice Planning Board to be considered as one of the Department of Justice Law Enforcement Assistance Administration's exemplary programs of which there are only four nationwide.

Project HEAVY/San Fernando Valley has expanded its services into three other youth program components: The first one is the Gang Consortium Outreach component of Project HEAVY/San Fernando Valley which has been operational since December 1, 1975. It was initially funded through the City of Los Angeles Demonstration Agency (CDA) and now currently through Public Works Employment Act II. The primary goal of the Project is to reduce street crime perpetrated by gang-involved adolescents and those youth who exist on the periphery of gang activity. Again, the purchase of service format was utilized by our Board of Directors by contracting with community-based agencies to provide services such as job development, individual, family, crisis intervention counseling, recreation, education, and appropriate referrals. The operational emphasis of the Project is reaching out to the youth by going out into the streets, schools, parks, and other locations where gang youth gather. The Project, thus far, has successfully placed 68% of all clients on jobs and 50% of its school dropouts are back into the education system. During the 2½ years of operation, the subcontracted agencies successfully have dealt with 325 crisis intervention gang violence episodes. The Project has been recognized by the Los Angeles Police Department, Los Angeles Probation Department and the community as an effective program working with gang or gang-oriented youth.

Youth Community Conservation and Improvement Program (YCCIP) was implemented February 1, 1978. It is funded by the Comprehensive Employment Training Act Title III through the City of Los Angeles Manpower Development and Training Department for a 12-month period. As a part of a national effort to implement youth job placement, the goal of the Project is to provide physically strenuous work experience to 27 San Fernando Valley youth residents between the ages of 16 and 19 who are hard-core unemployed, school dropouts from low-income families. Through this work experience program, the youth perform such tasks as housing renovation, home beautification, landscaping, weatherization, and community conservation to homeowners who are either handicapped, senior citizens, and/or low income.

The Human Relations Task Force component was implemented December 31, 1977, and is funded by Comprehensive Employment Training Act Title VI through the Los Angeles City Personnel Department. Eighteen community outreach workers trainees were hired to provide services to San Fernando Valley youth between the ages of 13-18 and their families. The specific objectives of the program are to achieve the following for those youth: 1) to avoid possible physical or psychological injury which occurs as a result of racial misunderstanding and lack of communication; 2) to facilitate communication and foster goodwill among students on campuses in the San Fernando Valley community; 3) to reduce gang oriented violence in the San Fernando Valley community; 4) and to encourage and expedite interaction between school administrators, faculty, staff and students.

Project HEAVY/San Fernando Valley does not limit its services and contributions to the local communities. The staff has worked closely with Project HEAVY/West, Project HEAVY/Central City, the Los Angeles Regional Criminal Justice Planning Board and the Los Angeles Office of Criminal Justice Planning to develop a uniform monitoring system for the Los Angeles citywide diversion programs. During this process, Project HEAVY/San Fernando Valley's computerized data collection system has been used as a model, and has been modified to incorporate data required by the Los Angeles Office of Criminal Justice Planning, Los Angeles Regional Criminal Justice Planning Board, and the State Office of Criminal Justice Planning. A uniform data collection system for all diversion programs in the City of Los Angeles, and perhaps countywide or statewide, has been recognized as the most effective way to determine the impact of juvenile diversion programs.

Project HEAVY/San Fernando Valley's Board of Directors has envisioned an expansion of the youth service delivery and planning network to incorporate prevention programs, school campus violence prevention programs, and a program dealing with child abuse and child pornography. The Board of Directors and staff have been actively researching future funding to insure the continuity of current programs and an expansion of services to the community and its children, youth and families.

THE ROLE OF FEDERAL AGENCIES IN DEINSTITUTIONALIZATION: HELP OR HINDRANCE?

Roberta Messale, Legislative Liaison, the
National Prison Project of the American
Civil Liberties Union, Washington, D.C.

Although the passage of the Juvenile Justice Act of 1974 indicates a strong federal policy toward deinstitutionalizing juveniles, a variety of federal agencies offer incentives toward out of home placement. Lack of controlling interest by any one central federal agency has resulted in virtually no monitoring of funds, policies, or practices dealing with the classification of juveniles for out of home and/or institutional placement. This conflict of federal ideology and practice has resulted in a variety of problems at federal, state and local levels. According to recent surveys and statistics compiled by the Children's Defense Fund, the federal role is so expansive and the problems so widespread, that litigation, as a solution, seems too costly and time-consuming.

A total of 23 federal agencies have some degree of control over the day to day lives of juveniles in this country, either through legislative or funding power. These 23 agencies are further divided into branches to total over 100 federal agency branches with jurisidiction over youth. Once out of the federal scope, the problem sinks deeper into the morass of state and local governments where monotiring of funds and practices is either non-existent on the federal level or self-serving on the state level.

In spite of the ideoloiges of the Juvenile Justice Act of 1974 and the efforts of the Interdepartmental Council to Coordinate All Federal Juvenile Delinquency Programs, the federal role in implementing the deinstitutionalization directives of the Juvenile Justice Act has been one of confusing, contradictory and counter-productive action. Before any real progress toward deinstitutionalization ideologies and actual practices, policies and funding must be conducted and exposed to the public.

Just as important to expose are the resulting problems and ensuing destructive impact upon the very juveniles these agencies attempt to assist. Because juveniles in need of public support services tend to be poor, emotionally and/or physically handicapped, undereducated, minorities and are frequently without stable homes and families, these children are the most vulnerable and silent members of our society. The out of home placement of juveniles in the institutional setting, with frequent interstate transfer, is the major subsequent problem of such contradictory federal action with no compliance, evaluating or monitoring mechanism.

In addition to exposing the conflicting federal practices and spending inconsistencies concerning the deinstitutionalization of juveniles a public investigation could demonstrate the need for. and support the establishment of, a coordinated federal policy or agency encompassing all areas of concern and services to youth or continuous Congressional oversight which crosses agency jurisdictional lines or legislation. The large number of agencies involved, the range of juveniles affected, the apparent need for further legislative oversight all indicate the need for extensive Congressional hearings investigating the federal role in the institutionalization of juveniles.

At this time there is growing interest and concern among juvenile support groups and legislators about the seemingly contradictory role of the federal government in the continuing process of institutionalizing juveniles. Although the problem reaches across the often overlapping federal classification of juveniles requiring public services and support, the National Prison Project has a specific interest in the needs and problems of the juvenile delinquent affected by institutionalization away from his/her home, community, state and less frequently, country. Based on our extensive experience with persons affected by the criminal justice system, the National Prison Project is aware that most of our current adult clients had been channeled through the juvenile justice system, labelled delinquent and institutionalized. It is in the best interests of all institutionalized juveniles, and especially those confined for criminal offenses, that a public examination of the federal role in the deinstitutionalization of juveniles be conducted. To make such an examination truly effective and beneficial to juveniles, the organized input of juvenile advocacy groups across the country is essential.

****

THE RUNAWAY CENTER'S RELATIONSHIP WITH THE JUVENILE JUSTICE AND MENTAL HEALTH SYSTEMS

Herb Lawrence, Director, Counseling Center,
Voyage House, Philadelphia, Pennsylvania.

Over the past three or four years there has been a shift in the nature of the relationship among runaway projects, mental health and juvenile justice systems. Because projects were conceived as alternatives to traditional systems and treatment modalities, adversary relationships naturally developed which were not necessarily in the best interest of shared clientele. The high degree of distrust and antagonism in those relationships frequently clouded areas of mutual interest and concern.

More recently, several factors have served as catalysts to alter current relationships among the three systems. As projects have developed capacities to provide highly effective crisis intervention services for young people and their families and as they have matured in politics and in organization, their capacity to impact mental health and juvenile justice systems has markedly improved. Second, the fact that increasing numbers of states have deinstitutionalized runaways has produced either confusion concerning "treatment" of runaways and/or significant overloading of traditional social service systems with young people previously processed by the courts. As the existing experts, many projects have capitalized on this issue and are becoming recognized as competent service providers and youth advocates.

It is incumbent upon projects to recognize the opportunities provided by the issue of deinstitutionalization and respond in a positive, professional manner to other service systems if they are to enhance their capability to deliver humane, nonlabeling social services and, in the long run, survive as alternatives to existing services systems. It has, therefore, become extremely advantageous and timely for projects to expand networking efforts, both formally and informally, in political and direct service areas.

Two broad goals are the targets of these efforts. First, if clinical competence can be substantiated and validated to other service systems, this will be recognized not only in terms of the projects' capacity to deliver services, but also in terms of their ability to function as service brokers. These benefits increase the capacity of projects to deliver services as well as enable projects to influence other service providers to look at and potentially accept the philosophy of alternative service agencies, thus promoting change.

Secondly, effective networking in the political arena can place projects in a position to actively impact the local, state and national planning process. It is necessary for project to remove themselves from what has been a reactive stance with regard to legislation and regulations and endeavor to set standards for service provision in their areas of expertise.

As there are clear advantages for projects to change the nature of their adversary relationships with mental health and juvenile justice systems, there also are dangers of cooperation. Whether or not projects can continue to be consistent with their philosophy and values and resist being bought off remains an open questions, especially since inadequate funding and powerlessness continue to be the norm. However, carefully thought out cooperative and collaborative efforts with other systems coupled with deliberate internal short and long term planning clearly provide projects with an opportunity to strengthen their own services and to influence others in the planning and delivery of social services to youth and their families.

****

STARTING AND RUNNING A PARENT SUPPORT GROUP

Judy Breitmeyer, Coordinator, Community Prevention Project, Spectrum Runaway Center, Burlington, Vermont.

Parents of troubled youth have special needs and opportunities for learning. In this workshop the dynamics involved in family interactions and possible approaches toward family therapy were discussed.

One method for parents to use when discussing concerns with their children is the "no-lose problem solving approach" (from Dr. Gordon's Parent Effectiveness Training). To begin problem solving, parents should:

1) select a time convenient for both child and you;
2) select a place where you won't be interrupted;
3) include only those involved with the problem;
4) be congruent--state the problem in terms of your own feelings ("I" messages);
5) show that you also understand the child's feelings (active listening);
6) stress ahead of time that you are going to problem solve until you reach solutions agreeable to both you and the child;
7) try to get possible solutions from the child, but you too can offer possible solutions.

Next Dr. Gordon suggests that parents proceed through the following six steps:

1) describe the real, deep down, basic problem in full detail paying particular attention to the thoughts, feelings and needs of each person;
2) list all the possible solutions you can think of. Don't evaluate or dismiss any solutions that come up at this point. Don't criticize, belittle or laugh at anything that is mentioned no matter how ridiculous you may think it is;
3) evaluate all solutions one by one: How feasible are they? How much will they cost? Who could carry them out? How soon could they be done? In short--are they solutions that are possible and would solve the problem--would they meet the needs of everyone?
4) pick a solution: The solution must be acceptable to everyone. It should be mutually decided and not bulldozed through. It must be a solution that everyone likes or you have to keep searching.
5) put solution into practice: Mutually assign the necessary duties required to carry out the solution. Write these duties down and post them in plain sight. Make sure the duties are clearly understood and within each person's capabilities.
6) re-evaluate the solution: after it has been put into effect for awhile. As new problems arise, go back to step 1 and proceed through all 6 steps again.

An additional method to ensure parent-child communication is through a "Family Council"* that regularly meets once each week.

--All members of the family are invited to participate; however, participation is not obligatory. Since the absence of a member can be used to reach decisions he may not like, most members will attend.

--All members participate on equal footing, so each one has one vote. Everyone should be urged to contribute and express his ideas. However, any member who disrupts the session can be asked to leave if this is the concensus of the others.

--The chairperson rotates, so that each member experiences this privilege and responsibility.

--The maintenance of parliamentary order provides each member with the opportunity to express himself freely and with the obligation to listen to others. If sessions are used by the parents to preach, scold, or impose their will on the children, the council is not democratic and fails in its purpose.

--In the absence of a decision by the council everyone has the right to do what he/she considers best, but no decision that affects others has validity, unless it is approved by the council. In most conflict situations (during the interim between council meetings) it usually is sufficient for the parent to withdraw and leave the children to their own resources, without an audience.

--The family council should not be a "gripe session", but a source of working out solutions to problems. Each person expressing a complaint is expected to present his suggested solution. It is important that the emphasis is always on what we can do, rather than on what any one member should do. It is important that decisions made during the council meeting include a plan for action if and when various members do not carry out what they decide at the meeting.

--Parents are usually afraid of wrong decisions-usually proposed by the children. However, these can be used to advantage; parents should let children see what will happen. At the next meeting the children will agree on a better solution.

--Once a decision has been made, any alteration has to wait for the next session. In the interim no one has the right to decide on a different course of action or to impose his decision on others.

--The family council is the only authority. No individual can lay down the law, make decisions for others. At the same time no one person has to shoulder the full responsibility for the well-functioning of the household. If parents are willing to accept the family council as supreme authority, they do not need to feel guilty if things do not always go as they should. It is more important that children accept their responsibility than to have things going smoothly all of the time.

--Instituting the family council requires the realization that a fundamentally new and untried course of action has begun. Parents and children alike are not prepared for it. Children are afraid that this is another trick to make them behave and do the things they do not want to do, and parents fear demands and decisions by their children that are out of place. But if the difficult period can be tolerated, its effects should be highly beneficial for all concerned.

Some atypical but potentially helpful responses to children from parents during these family council meetings and at other times include:

1) SILENCE (PASSIVE LISTENING)
2) NONCOMMITTAL ACKNOWLEDGEMENT ("Oh, I see...", "mm-hum", "How about that...", "Interesting...", "Really...", "No fooling...", "You did, huh...")
3) DOOR-OPENERS ("Tell me about it...", "I'd like to hear about it...", "Would you like to talk about it?", "Let's talk about it...", "I'd be interested in what you have to say...").
4) FEEDBACK, REFLECTING, MIRRORING, ACTIVE LISTENING (The listener restates or mirrors back the speakers message--both the FEELINGS and the SITUATION--no more, no less, giving no feelings or information. The listener uses his own words so that he does not parrot what the speaker says. The focus stays on the speaker and his feelings; the speaker keeps the responsibility for going on or not with himself; the speaker keeps the responsibility for problem solving with himself.

For the family that needs further professional treatment Dr. Peter Laqueur created Multiple Family Therapy (MFT).

Groups of four or five patients and their families are selected randomly to meet weekly for 1½ hours in therapeutic sessions. Groups meet in the evening hours to ensure participation of working family members. MFT groups are open-ended. A "new" family takes the place in an ongoing MFT group of an "old" family who, sufficiently improved or for other reasons, ceases to attend.

The MFT group is conducted by a therapist and a co-therapist, often of the opposite sex. A man and a woman as therapist and co-therapist, or vice versa, seems to work best because they quite naturally function as a family model.

The group also contains a limited number of observers who are therapists-in-training. The observers are instructed not to interfere in the process but to speak during the session only when they believe they notice something important which escaped the therapist's and co-therapist's attention.

When several families interact with each other in a group, as they do in MFT, the following mechanisms of change come into play:

1) Learning by analogy. The families in the MFT group observe analogous conflict situations and learn from these examples. A father can learn about paternal behavior by seeing other fathers in action, a mother

---

* Condensed from Rudolf Dreikurs' The Challenge of Parenthood by Mrs. Roberta Moltmann, Highland View Junior High School, Corvallis, Oregon.

from other mothers, a youngster from youngsters in another family. Within the same family there are no useful analogies.

2) Learning by indirect interpretation. Direct interpretation by the therapist, such as "You behave this way because you hate your father", will most likely mobilize the patient's inner defenses against this unacceptable idea, although outwardly he may eagerly agree. The same observation couched in more general indirect terminology, such as "It is possible that a person's inner growth is hampered by his hidden hate of a parent", allows the patient to draw his own conclusions and learn by self-examination without being forced into the defensive by an open confrontation.

3) Use of modelling. The therapist may use the healthier aspects of one family as a model and challenge to another family to change their behavior.

4) Learning through identification. The MFT group, through its diversity, provides many opportunities for identification. Identical family configurations produce something that could be called identification constellation. In a group containing four young female patients and their mothers (three of the mothers widowed, one divorced) very soon a strong identification of the four young women and the four mothers was observed.

5) Learning through trial and error. The members of an MFT group have a unique opportunity to try out new behavior and either have it reinforced by the approval of the group or reject it if it does not achieve the desired result.

6) Learning to understand intrafamilial codes. Every family seems to develop its own code for internal verbal and nonverbal communication among its members. Not only must the therapist learn to understand this "internal language" of the family in order to reach them, but often the family members themselves are not aware of using a code and another family may have to point out to them what they are doing.

7) Amplification and modulation of signals. A sensitive patient can pick up a signal from the therapist and amplify and modulate it. Example: An overanxious father and his rebellious daughter get into frequent violent quarrels in the MFT group. The therapist says with a twinkle in his eye and a smile to another patient: "Isn't that the very thing we had between you and your mother a few weeks ago?" Patient "B" says: "Sure", and forthwith attacks father "A": "You don't think that your scolding will endear you to your daughter or make her behave better?" The parents of "B" confirm that scolding and fighting did not get them anywhere with their daughter, but that a reasonable open-minded approach worked. It is much more effective than if the therapist had just "preached" to father "A".

A newly formed MFT group begins their therapy with a set of exercises that illustrate the dynamics operating in each family.

1) The first step is for the therapist to ask each family to introduce their members and to state briefly why they are here. Next, the therapist might have all the fathers come forward and ask each father to tell the group what type of husband and father he thinks he is and to describe his relationship with his family. The same is done with all the mothers: what type of wife and mother do they believe they are and how would they describe their relationship with their family. Then the "delinquent" children (usually the "identified patients") are asked why they think they are being blamed and how would they describe their behavior which causes the complaints. Finally, the "good boys" and "good girls" are asked to tell the group how they see their parents' role and their "accused" brothers' and sisters' role in the family as well as their own role.

This exercise not only helps the therapist to get a quick impression of each family constellation, but also helps the families to begin to know each other and to exchange ideas about what could be done to improve their situations.

Other exercises which may be used in the first few sessions to clarify relationships and later on in the therapy to illustrate changes are the:

2) "Yes - No" Exercise. Two persons stand opposite each other, at arms length, hands on the shoulders of the other party. One of them is to say "yes" and the other "no", clear and loud, and after each exchange they are to say it louder than before. Finally, without taking their hands off of the other's shoulders, they are to push each other.

Two people who claim to have no communication with each other will, after this exercise, have a clearer perception of how far this is true. They may not have really looked at each other in a long time, but this exercise, confronting each other and touching each other, they may again become more aware of each other. The degree of their anger at each other will determine how cooperative or hesitant they are to do the exercise or, in extreme cases, one or both may simply refuse to do the exercise at all.

3) "Back to Back" Exercise. Two persons are made to stand back to back and now must find a way to change this situation without speaking to each other. After awhile, usually one of them will turn around. However, in some cases of severe disturbance of the relationship, one or even both may simply walk away from the situation, perhaps even out of the room. While before words have masked their real feelings, this exercise, where words are forbidden,

will make their feelings come through, unadulterated by words.

4) "Family Sculpture" Exercise. We may ask a family of five to illustrate their relationship by sculpting their family. We may start with the father and ask him to group the other members of the family around himself by putting the person most important to him next to him and the other members, according to their importance for him, nearer or further away. The same is then done with the mother and eventually with each of the other family members. It is important to make clear that these sculptures are to demonstrate relationships in the family as they are being felt by each member of the family at the present time. This exercise will clarify for the family itself as well as for the group, including the therapist, how each family member sees his family from his viewpoint.

   The exercise can be further amplified by asking: "This is how you see your family at present. Now sculpt for us how you would like your family to be." These new sculptures will then indicate in which direction the family members want to move, and what their expectations and goals are for the therapy.

After the MFT session, the team of therapist-co-therapist and observers, sometimes of various MFT groups, all meet together for training sessions with replay of videotapes and a review of the happenings of the sessions.

Reference:
LECTURE at the Catholic University of Leuven by H. Peter Laqueur, M.D., Introduced by K. Pyck, A. E. Gasthuisberg, Afd. Kinderpsychiatrie

* * *

STREET DRUG ANALYSIS

Chuck Jahn, Coordinator Community Education and Training Youth Services Dept., Cook Co. Sheriff's ofc., Maywood, Ill

Although there are laws prohibiting their use, and although many programs and agencies have been set up to treat and prevent their usage, and millions of dollars have been spent to develop and distribute films, pamphlets and other educational materials about them, people continue to use drugs, both legal and illegal, at a steadily increasing rate.

Statistics indicate that 900,000 Illinois citizens are in some stage of alcoholism and that over 34,000,000 people nationally have tried marijuana. The decision to use or to not use drugs is a very personal and subjective one. But, there is always a decision--an individual decision. And, there are always consequences, all of which are neither bad, nor good. There are many different values among people about using drugs.

People who use drugs are really not that different from people who do not use drugs, the similarity being basic human nature. People are influenced by other people. Those who influence use are usually people we respect or admire, whom we trust and whose opinions we value. For example, we respect and value the opinion of a doctor when he recommends a drug to help cure what ails us or make us feel better. We trust that the risks of using drugs in this case will be relatively minimal, that the benefits will outweight the drawbacks and that the consequences of using the drug will be favorable. If we did not believe this to be true, we probably would not use the drug.

This same sort of influential relationship appears to exist on the street among people who use non-prescribed or illegal substances. These types of drugs are usually obtained and distributed among friends or acquaintances for little or no profit. The people use street drugs because they decide that the risks of using will be relatively minimal, that the benefits of using will outweigh the drawbacks and that the consequences will be favorable. The decision is often a quick one, a spontaneous one, and the seller is often the only trusted source of information about using the drug.

If drugs that are sold on the street actually contained substances which they are represented as containing, the risks of using street drugs would be well reduced. However, the profit motive associated with the sale of illicit substances plays on the ignorance of the potential user. The economic incentives in the higher echelons of drug trafficking predisposes misrepresentation of some sort, at some level in order to maximize profits. Even so, when the drugs finally are obtained on the broadest level of distribution, pwople really think they are buying, selling, or turning someone on to "speed", "THC", or "Angel Dust", these examples are some of the most commonly misrepresented street drugs, for they rarely contain their supposed content.

The drug analysis system (DAS) recognizes the acute need for accurate drug information and education. The fact that a large percentage of our youth are presently experimenting with drugs warrants an effort that attempts to educate and inform these youthful drug consumers about the drugs they choose to consume. A main objective of the Drug Analysis System is to funnel accurate, factual drug information into the drug culture to correct the misinformation so prevalent among the peer group involved in drug experimentation.

Our approach is non-judgemental, unprovocative and non-punitive: it is factual and confidential. Our premise is that drug consumption will continue with or without our service. Our goal is to become a source of reliable information; an alternative, confidential modus for finding out what drug or drugs one is using. Our objective is to provide the information and education that leads to responsible and mature decision-making around drug experimentation.

The Drug Analysis System in the simplest explanation; receives drug samples from a submitter, has the sample analyzed and reports the results back to the submitter. During this process, the staff attempts to provide further information concerning drugs, drug experimentation and possible drug abuse. The primary concern is to make the drug user aware of what he/she is using: the unreliability of street information, the unreliability of street samples, and the danger of particular combinations that may be present. Through counseling, the staff often attempts to heighten individual awareness concerning drugs and drug consumption.

The Drug Analysis System by line is "know what you take." Our belief is that most drug consumers, especially neophytes, are not aware of the "rip off" that exists. They seldom obtain what they set out to purchse. Our assumption is there will be a lessening of "bad trips" and potential overdoses when drug users have accurate information at their disposal. Up to now, drug information has been largely controlled and disseminated by the street culture. The most active component of the street culture, pushers, are interested more in selling rather than education.

In order to respond to the present condition, the efforts of many is required. The System is made up of youth service agencies that provide direct service to youth, a centralized administration agency to gather funds to support the System, a laboratory to analyze the samples, and a task force to monitor and evaluate the System.

* * *

STREET LAW: TEACHING LAW TO JUVENILES IN YOUR YOUTH PROGRAM

Edward L. O'Brien, Deputy Director, National Street Law Institute, Washington, D.C.

Lee Arbetman, Assistant Director, National Street Law Institute, Washington, D.C.

This workshop focused on how street law curriculum can be incorporated into existing youth service agencies. Two directors from the National Street Law Institute, a leading organization responsible for the promotion and expansion of Street Law programs, conducted this Conference workshop.

The National Street Law Institute is an outgrowth of a six year old Georgetown University program in which law students teach law courses in District of Columbia public high schools, in juvenile and adult correctional institutions and in a number of community based programs. Street Law is a concept of educating laypersons about law which will be of use to them in their dauly lives. The Institute was created to promote increased opportunities for citizen education in law, and is involved in course development, teacher training and program replication. Student involvement is emphasized through the use of role-playing, case studies and value clarification, and simulation activities such as mock trials and negotiations. Other activities of the Institute include the provision of technical assistance and curriculum materials to law schools, school systems, departments of corrections, bar associations, legal service organizations, community groups, state and local government units, and others interested in establishing law education programs.

The scope and focus of the Street Law curriculum consists of practical aspects of criminal, juvenile, family, housing, consumer and individual rights law.

Four Youth Workers who attended the workshop volunteered to participate in an arrest-and-search role play. Through this, participants became more aware of how important it is for all people to know their legal rights and responsibilities. The role play also demonstrated an appropriate means for including community resource persons in educational programs as one could invite police and/or attorneys to participate in a session on the law of arrest and search.

A concluding discussion focused attention on the possible uses of a practical law curriculum in youth programs such as pre-trial diversion, group home settings and other alternatives to incarceration. Many of the Youth Workers present felt that criminal, juvenile and individual rights law, all of which are covered in the Street Law text, would be of particular interest and value to people in the forementioned settings. Some voiced the opinion that an individual might be less apt to transgress the laws if he/she were aware of its purpose and content.

Other participants pointed out that their clients were involved with programs for a relatively short period of time. A concern was voiced that this would prevent the implementation of the entire Street Law curriculum. It was mentioned, however, that certain areas could be selected and a shorter curriculum taught which would best meet local needs. Some also suggested that they might work with their local schools or alternative schools in helping set up Street Law courses.

Also discussed was the mechanism for including a Street Law component in community based youth programs. It was recommended that a local services or legal aid project, an attorney in private practice or a law student, and either one or more sessions be set up based on material in the Street Law curriculum materials, Street Law: A Course in Practical Law (available fron West Publishing Co., 170 Old Country Road, Mineola, New York).

YOUTH WORKERS WHO DESIRE ASSISTANCE IN SETTING UP STREET LAW PROGRAMS SHOULD CONTACT: NATIONAL STREET LAW INSTITUTE 605 G Street, N.W. Washington, D.C. 20001 - (202) 624-8217.

* * *

STREETWORK AND DETACHED YOUTH WORK

Douglas Krabbenhoft, Program Director,
Evolution Youth Alternatives, Baltimore,
Maryland

Streetwork and Outreach is a process in which a counselor goes into the community to affect positive changes in the individual residents and institutions of the community. This process has both an observational aspect, entailing the assessment of community realities and needs, and a therapeutic aspect, involving the delivery of direct (educational, counseling, crisis intervention, alternative activities, employment, consciousness raising, group work process) and indirect services (referral: medical, legal, educational, recreational, vocational, and psychological). The clientele specifically served is youth, but generally includes sections of the community affecting youth as well, such as police, schools, parents and other community adults, businesses and governmental agencies. Client contacts will generate the need for ancillary services such as referral, liaison, advocacy, and the planning and development of activities.

The observational aspect of Street Outreach usually entails a more or less informal needs assessment. Community realities defining the parameters of Streetwork include physical, social, and cultural environments, the values, perceptions and behavior patterns of both adults and youth which define drug use and abuse, the scope and utilization of community resources, and the responsiveness and interface of community segments with each other. This observational and needs assessment aspect is both an initial phase and ongoing effort of outreach, and is essential to identifying potential clientele as well as service delivery strategies. The exact number of street group and/or individuals comprising the outreach counselor's "case load" is further defined by the realities of the street, including the geographical area assigned within the community, the demographics, size, and interrelationships of groups, and their levels of need.

There is discernible structure and pattern to the development of a counselor's relationship to his clientele, particularly in the case of working with street groups. Five phases have been identified: Break In, characterized by introduction, exploration, and acclimation; Acceptance, by confrontation, competition, individual and group autonomy, and increasing familiarity; Intimacy, by interpersonal communication and facilitation, openness and sharing, and group work process; Maintenance, by needs evaluation and supportive but less intense interaction; and Termination, by slow withdrawal and the ability to "fly alone" by the individual or group.

* * *

SUBSTANCE ABUSE PREVENTION

Judith Katz-Leavy, Chief, Youth Education
Branch, Division of Prevention, National
Institute on Alcohol Abuse and Alcoholism

As a representative from a federal agency primarily concerned with prevention of youthful drug and alcohol abuse, Ms. Katz presented her agency's philosophy and strategies of prevention in this workshop. Attention also was given to prevention work among high-risk youth.

The National Institute on Alcohol Abuse and Alcoholism has adopted the public health model as a basic framework for categorizing alcohol problems and describing prevention strategies. Thus, we are concerned with the host (the individual drinker), the agent (alcohol, its availability, price, etc.) and the environment (the social, cultural, and legal structure of a given community in which drinking and drunkenness occurs). The Institute has begun to sponsor research in each of these three areas.

We are attempting to learn why some people in certain life situations are susceptible to certain alcohol problems while others are not, how individuals and groups develop various drinking patterns, and what factors are critical to influencing individuals to change negative patterns or maintain positive patterns. Though no studies are currently being funded in this area, the NIAAA is also interested in studying the impact of changes in the availability of alcohol itself. This might include such strategies as reducing the proof of an alcoholic beverage, raising the price through taxation, reducing the availability through limiting outlets, hours of operation, etc. In the third area (environment), the Institute is encouraging studies of the social, cultural and legal environment that fosters heavy problem drinking.

Using the public health model as a conceptual framework, the Institute has developed a comprehensive prevention policy which will become part of the National Strategy Plan to Combat Alcohol Abuse and Alcoholism.

The Institute, though concerned with medical consequences such as cirrhosis of the liver, by no means proposes to use cirrhosis as the sole indicator of the level of alcohol problems in this country. Social problems are recognized as an integral part of the mandate of this Institute. In this regard, a range of alcohol problems has been identified by using the "disaggregation" approach described by Robin Room. This method separates or "disaggregates" the various alcohol problems generally found under the rubric of alcohol abuse and alcoholism and thus facilitates the development of prevention and intervention strategies directly related to the solution of specific problems.

Through disaggregation it is possible to take a specific problem such as alcohol-related motor vehicle accidents and approach its solution by intervention at each of the three levels described above: host, agent and environment. Specific messages may be directed toward the drinking driver as well as toward his close associates. The highway environment can and has been altered through such innovations as seat belts, safety locks on car doors, median barriers and impact absorption materials on dashboards. The agent itself--alcohol--also needs further exploration; for example, dealing with the number of drinking opportunities a motorist encounters on the road, each presenting an open invitation to drink and drive.

The complexity of preventing alcohol problems is apparent, and it offers us a fertile ground for continued research and experimentation in a wide range of disciplines.

* * *

TRAINING AND MANAGEMENT OF VOLUNTEERS IN A COMMUNITY BASED ORGANIZATION

Gena DeLeonardis, School Outreach Assistant, Brotherhood of Man, Towson, Maryland

Lee Wright, Counselor, Brotherhood of Man, Towson, Maryland

Volunteers can play a valuable role in youth agencies when they are trained and utilized effectively. In order to employ volunteers fruitfully, the needs of the program in which they are to work must be defined. First, the overall purpose and goals of the program should be assessed along with the paid staff's ability to meet these goals. Then, the possibilities of utilizing volunteers or other possible alternatives to supplement paid staff to meet the program goals should be explored. Then, keeping in mind both the paid staff capability and the purpose of the program, volunteer job descriptions should be clearly designed in terms of benefit to the program and to the volunteers.

Once this preliminary work has been done, communicate your need for volunteers. Advertising in community newspapers, in the local library. over the radio and in any other places you feel appropriate to attract the kind of volunteers you want. As people respond to your advertising, begin to select those who would most benefit from the training they will receive and who would also fit into the program. After training and orientation to the program, some attrition of potential volunteers will occur, making the last step - final selections of people to fill volunteer positions - a bit easier.

After volunteers are selected, they must be assimilated into the program. First they should be orientated to their job responsibilities. One effective method of orientation might be facilitating the development of a working relationship between volunteers and existing staff (e.g., the Buddy System).

After the volunteers are thoroughly oriented with the program, their role in the program, and current staff, their work must continue to be supervised. In-service training is imperative to maintain and increase skills. And finally, two-way communication between the paid staff and the volunteers must be maintained.

* * *

TREATMENT OF ABUSED AND NEGLECTED YOUTH

Dr. Ira Laurie, Deputy Chief, Center for Studies of Child and Family Mental Health, National Institute of Mental Health, Department of Health, Education, and Welfare, Rockville, Maryland.

Diane Cabot, Coordinator, Prince George's County Hotline, College Park, Maryland.

Bruce Fisher, Project Director, Urban-Rural Systems Associates, San Francisco, California.

Alice T. O'Shea, Esq., Child Advocate, Child Advocacy Unit. Defender Association, Philadelphia, Pennsylvania.

This workshop examined the plight of abused and neglected youth, those youth inappropriately and too often involved with the juvenile justice system. The session also explored the treatment alternatives available for these youth.

A major problem confronting many youth workers is the fact that protective services, as well as the general population, are not aware of the prevelance of adolescent abuse. Adolescent abuse may be defined as sexual, emotional, or physical harm done to a child, although distinctions between these types of abuse are blurred. There are different patterns of abusive behavior. It may take the form of continuous assault on the victim since childhood. Or, abuse may be temporary in nature, related to certain stress periods that occur throughout the parents' and child's life. For example, as a teenager experiences adolescent developmental crises, the parent too may be going through his/her mid-life crisis. Another type of abuse emerges when the child reaches adolescence and the parent feels the only way to maintain control is by physical force.

What begins as a pattern of abuse at home widens to abuse from the juvenile justice system. Abused youth usually run away to escape their home life. If they are picked up by the police, they are classified as status offenders or as juvenile delinquents. Thus, when they are most in need of assistance, these adolescents, now labelled, are further victimized by going through the court system.

As Dr. Ira Laurie suggests, the problems of abused youth reflect on a societal failure to accept the 'fact and the responsibility for the fact that abuse and neglect are inflicted upon adolescents'. Many child abuse authorities claim there is no such thing as adolescent abuse. Although advocates for legislation on child abuse, The National Center on Child Abuse has done nothing about adolescent abuse. According to Dr. Laurie, adolescents are not viewed as victims of abuse for two reasons: 1)Adults believe that adolescents should be able to defend themselves,"they can escape from it" 2) Or that "they deserved it." Adults do not conceive of adolescents as "innocent", "harmless", and "non-provocative", qualities associated with children. Thus, attention is focused on the abused child while no need is seen to protect the adolescent.

Furthermore, because our nation values the concept of privacy so strongly, many Americans tolerate abusive behavior as long as it is confined within the boundaries of the home. The child is considered "private property" owned by the parents.

In affluent areas, it becomes more difficult for members of the community to accept the fact that some of their young neighbors are victims of abuse and neglect. They deny such reports, even when statistics prove the existence of adolescent abuse because "only the poor abuse their children." Yet more and more statistics citing the prevalance of adolescent abuse are confronting the courts and related divisions of the juvenile justice system. During one of his studies, Bruce Fisher visited 15 cities and talked with the areas' protective service units, youth service bureaus, and community mental health centers, asking: "Where are the abused and neglected youth?" "Are they indeed identified as abused or neglected youth?" "Or are they being returned home or caught up in the shuffle of juvenile court institutional placements?" "If services are available for them, are they reaching abused youth?"

In his findings, Mr. Fisher described the role of protective services as "mandated, but not dealing with the reports of abuse." More than one-third to one-half of the protective service caseloads involved persons over 12, yet all were categorized as "children." No adolescent specialists or services were utilized. The Child Abuse Councils contained no adolescent subcommittees. The most unfortunate part of the investigation revealed that alternative youth services, the high school, and the probation departments were rarely involved with abused or neglected youth.

Workshop participants named youth services that are increasing their caseloads of abused adolescent clientele. Staff members of the Huckleberry House, a runaway center in California, witness adolescent abuse cases constantly. SAJA, a runaway center in Washington, D.C., YES of St. Louis, and the Prince George's County Hotline collected data on their abused populations and found a high number of abused youth receiving their services.

More specifically, the Prince George's County Hotline, coordinated by Diane Cabot, asked: "How many youth calling the hotline are running away from home due to abuse and neglect?" Their high affirmative response was publicized in the community, helping to raise the consciousness of many human service providers in the county, especially protective services. In gaining this recognition, the Hotline's longterm goal was to have a youth service agency handle adolescent abuse and neglect cases, thereby keeping the youth out of court as well as providing a setting where the youth feel more comfortable discussing their problems. In other words, the Hotline felt that protective services should function as a resource for youth services rather than follow the traditional pattern of having youth services function as a resource for protective services.

Furthermore, the family system is not often reformed by sending the parents into court. Children often feel guilty about loving parents who abuse them, but this guilt is intensified when they have to publicly report the abusive activities of their parents.

According to Alice O'Shea, Esq., of the Child Advocacy Unit in Philadelphia, they very seldom find malicious parents in court. What these parents lack are parenting skills, and usually, they are looking for help. They don't realize it's improper to beat or bruise their child because that is how they were treated as children.

Even though Ms. Shea's organization is for youth service intervention for adolescent abuse, the Child Advocacy Unit works with the court system to make it possible for the courts to help victimized youth. For the first time in legal history, the Unit set up legal representation for non-delinquent depedent children. Never before had abused youth been provided with a service whereby they could obtain their own lawyer (independent of their parents) to act in their behalf. The Child Advocacy Unit has received court approval to represent clients independently as a private, non-profit organization. Their lawyers are not part of the team of public defenders assigned by the court when the child has no legal representation available. Because of the program's uniqueness, the Family Count of Philadelphia has been recognized for its achievement of credibility in dealing with adolescent abuse.

Above all, the Child Advocacy Unit encourages service accountability by ascertaining whether the mandated services are responsive to their clients' needs. The Social Service Component of the Unit monitors the services which their abused adolescent clientele are receiving until they reach legal adulthood at age 18. If gaps in service accountability arise, the Advocacy Unit brings the case back to court for re-evaluation. In this way, they demand that their clients receive adequate services and places youth with alternative service agencies which they feel may be beneficial.

Dr. Laurie reminded the attendees that, "we are all youth advocates through our own positions." For example, as non-lawyer, it is possible for the youth service worker to be appointed as the guardian-in-person for the abused youth so that the child's best interest is still represented. Secondly, youth advocates can pressure the local Protective Service Unit with questions on their treatment of abused adolescents. For example, the Face-to-Face Program, an alternative health and counseling service for youth in the St. Paul, Minnesota area had a tremendous impact on the tradition service system of Minneapolis. The staff members of Face-to-Face began to note more and more adolescent abuse clients coming to them from outside the Protective Service system. In response to the growing abuse of youth and lack of concern exhibited by Protective Services, face to face developed a program for abused and neglected adolescents. The city authorities finally approached Face-to-Face about its unmandated service but could do little to close down the Adolescent Abuse Program because of its great success. In addition, Face-to-Face obtained a grant to run its Adolescent Abuse Program and now is loosely coordinated with Protective Services.

The National Institute of Mental Health offers two suggestions for youth advocates dealing with abused adolescents. First, gain acceptance from the Mental Health community for alternative services as a meaningful place for mental health centers to obtain technical assistance so that they will better understand the special needs of abused and neglected adolescents.

* * *

UNDERSTANDING AND WORKING WITH GAY YOUTH

Janet Jones, Aftercare Supervisor, Salvation Army Sonshine House, Terre Haute, Indiana

Mike Sepich, Aftercare Counselor, Salvation Army Sonshine House, Terre Haute, Indiana

Many youth workers lack the understanding necessary to work effectively with gay youth. In this workshop the presentors role-played a counseling situation between a gay youth and a counselor in which the youth confided his sexual identity crisis. Such role playing may be valuable to help youth workers and youth understand the isolation and alienation experienced by a youth who is gay. To counsel gay youth it is imperative that the youth worker first work out any uncomfortableness concerning his/her own gayness or that of clients. Whenever possible it is beneficial to work with not only the youth, but also his/her family to assist them in coping with the realities of being gay in today's society.

Because the societal pressures on gay youth are to conform to the heterosexual norm and repress their gayness, these youth often experience severe depression. Therefore counselors working with gay youth should have training in suicide prevention. Alternatives for gay youth in crisis include one to one counseling, group therapy (utilizing role playing) and discussion of concrete information available from gay activist groups to dispel the cultural stereotypes and myths that are prevalent.

* * *

UNDERSTANDING AND WORKING WITH YOUTH WHO HAVE LEARNING OR DEVELOPMENTAL DISABILITIES

J. Dennis Doyle, Esq., Project Coordinator, Georgetown Adolescent Intervention Team (GAIT), Washington, D.C.

Suzanne Bronheim, Staff Psychologist, Georgetown Adolescent Intervention Team (GAIT), Washington, D.C.

Kathleen T. Gardner, Legislative Assistant to Representative Claude Pepper (D.-Fla.), U.S. House of Representatives

Learning and developmental disabilities among youth often result in court-related behavioral problems. Many youngsters have very subtle handicaps. Problems such as mild mental retardation and learning disabilities are not easily detected, but require special assistance.

One study by the National Institute of Mental Health revealed that learning disabilities are the greatest single reason why children drop out of school--700,000 each year. The Government Accounting Office pointed out that as many as 25% of those in juvenile correctional centers have learning disabilities. More recently, a project in Minnesota undertaken by the Law Enforcement Assistance Administration to study the incidence of learning disabilities among youngsters referred to court for offenses such as truancy, vandalism, and theft, revealed that out of 187 youngsters evaluated during 1976-77, 80% had moderate to severe learning disabilities.

A young person with a reading disability, for example, is handicapped in many facets of life, from employment to even being able to use the city bus system. Thus, although the handicaps are subtle, the needs are very real. These needs, however, often are ignored and youths with learning disabilities are caught in a vicious circle.

Placed in an inappropriate context, a regular educational setting, the youth becomes frustrated and acts out or becomes truant. He/

she then becomes involved in our insensitive court system and often put right back into the same inappropriate setting.

Youth with special needs must be identified. Their needs must be thoroughly diagnosed and advocacy provided to ensure provision of appropriate services. These services are provided by the Georgetown Adolescent Intervention Team. Since September, 1975, the Georgetown Adolescent Intervention Team has provided diagnostic assessments for developmentally disabled and other learning disordered adolescents whose delinquent behaviors have caused them to be involved or show them as risks for involvement with the D. C. Juvenile Justice System. The adolescents are referred by concerned parties such as the Juvenile Court to the team, which includes educational, psychological, psychiatric, adolescent medicine, and legal professionals. At its weekly meeting the team accepts or rejects the referred cases, determines which evaluations are appropriate for the accepted cases, and schedules the evaluations. Upon completion of the evaluations, the team meets and formulates a multidisciplinary recommendation for educational, vocational, therapeutic or clinical placement based on the evaluations. The recommendations are then supplied to the referring person, and other appropriate parties.

During the first 19 months, 81 referrals were received. Of these, 65 cases were accepted as appropriate, and specific multidisciplinary assessments were performed. Results confirmed the high incidence of developmental and/or other learning disorders in this population and strongly suggest that earlier screening and intervention with at-risk populations may substantially reduce those developmental events which often lead to delinquent behavior and unsuccessful lifestyles during the adolescent years. The evaluations underscore the failure of the school system in our city to appropriately evaluate and place these youngsters.

In October, 1976, training and technical assistance activities were initiated to encourage replication of this multidisciplinary approach and to acquaint professionals in the health, educational and juvenile justice systems with the legal rights and treatment needs of the developmentally disabled youthful offender. These activities have expanded to serve a six-state region, and funding for the next two years will enable the staff to proceed with a local-based advocacy unit, production of a newsletter, compilation of resources for legal-medical academic courses and educational programs as alternatives to incarceration, the refinement of a diagnostic screening tool for early intervention on behalf of the developmentally disabled youthful offender, and the production of a film on this population.

The close relationship between the diagnostic team and the training and technical assistance activities enables each to be more effective, with the former providing first-hand experience to be disseminated, and the latter expanding the referral base for the team. Contact with state developmental disabilities officials supplements the systematic outreach efforts of the staff by offering the states a known body of expertise in the field.

Congress has been lax in assisting the learning and developmentally disabled youth. However, on the first day of the 95th Congress, Representative Claude Pepper introduced a bill, H.R.1137, which called for a National Conference for the purpose of broadening public awareness regarding the negative effects associated with undetected and untreated learning disabilities. This was the first legislative measure to be introduced in the Congress to associate learning disabilities with juvenile delinquency.

Hearings were held on Pepper's bill in the spring of 1977. Based on testimony provided, the U.S. House Subcommittee on Economic Opportunities, to which the bill was referred, recommended that the Juvenile Justice and Delinquency Prevention Act be amended to provide for a new special emphasis program within the Office of Juvenile Justice and Delinquency Prevention to fund programs which seek to identify and treat youthful offenders with learning disabilities. This recommendation was approved by both the House and the Senate and signed into law by the President as part of the Juvenile Justice and Delinquency Prevention Act Amendments of 1977.

From a Congressional perspective, the creation of this new special emphasis authority will not prompt the Juvenile Justice Office to take immediate action. Funds have not been committed under this authority since it was approved nearly a year ago. A number of reasons may account for this hesitation: 1) the Office has expressed a reluctance to fund proposals until findings of a study now underway to determine the incidence of learning disabilities in delinquent and non-delinquent populations are available; 2) the Office must give priority attention to the Congressional mandate to deinstitutionalize youthful offenders; and 3) the Office is undergoing reorganization and must exercise caution in funding new efforts without advance justification for such an effort to overcome growing Congressional criticism of the Office's past "do anything attitude."

However, it is the intent of Congress that attention be directed toward assisting the learning disabled population. Hopefully, in time we will see such movement. Rep. Shirley Chisholm, who formerly sat on the Education and Labor Committee and spoke at the commencment of this conference, has joined Mr. Pepper in expressing her dissatisfaction with the lack of action in the Office to begin addressing youth crime before the crime has been committed: She stated, in part:

> "It is tragic that so little has been done in the special emphasis area. As defined by the legislation passed by Congress, programs identified for special emphasis include programs of diversion from juvenile justice, programs which focus on the possible correlation between learning disabilities and delinquency, promotion of alternative educational programs

> as a means of coping with school-based delinquency, development of community-based alternatives to institutionalization, and others. These initiatives could have a fantastic impact upon inner-city youth, yet on paper they can have little impact."

The Office has indicated that it is currently developing an "alternative education initiative" through which innovative proposals which seek to address the prevention of youth crime outside the juvenile justice system, i.e., schools, will be encouraged. Perhaps through this initiative unaddressed learning disability problems, school violence, drug usage, dropping out, and other difficulties encountered within our educational system will be addressed in an effort to improve youthful experiences in school and divert youth from a future life of crime.

* * *

A VARIETY OF YOUTH RECREATION APPROACHES

Helena Pratt, Adult Sponsor, Youth Alternatives Coalition, Quiet Fire Repertory Company of CADEO, Mental Health Association of Alexandria, Virginia

Recreational activities for youth have come a long way since the neighborhood elementary school offered a summer crafts program. Now, recreational programs have expanded in sponsorship and in clientele. The following paper describes a youth-run year-round recreation coalition, aimed at poor, black youth.

A good, old-line private agency can be a powerful ally for young people to have, especially if they are poor, black and in need of an advocate. An agency like the Mental Health Association in Alexandria has assets these young people rarely have at their disposal. It is listened to by editors and elected officials. Through its board of directors it is linked to other influential groups. It has stability, know-how and credibility. It can spell out social issues and most important of all-it can act quickly because it is unencumbered by bureaucracy.

It was this freedom to act that made it possible for the Mental Health Association's Community Alcohol and Drug Education Office (known as CADEO) to respond to three young adults who approached it in 1974 with the blueprint for what has become the Youth Alternatives Coalition--a unique joint effort between a traditional agency and Black youth. These young adults, who had grown up poor and Black in Alexandria, were troubled that so many children in the inner-city begin life as happy, promising kids but end up addicted to drugs, alcoholics or in jail before they finish high school. They told CADEO that they had frequently asked, "Why doesn't somebody do something to prevent this waste?" Then one day they asked themselves what they could do. All three are employed, but they were willing to donate as much time as possible to help young neighbors, relatives and friends. They had gone to several public and private agencies offering to help, but only CADEO had the built-in flexibility to respond.

Together, CADEO and these young adults developed a neighborhood-based movement which enables young people themselves to develop alternatives to self-destructive behavior by finding new and better ways to channel their adults, who became the Executive Committee, were CADEO's link to otherwise hard to reach young people. The Executive Committee used its web of neighborhood ties to recruit members and to interest other young adults in donating their time and expertise to the Coalition. As the Coalition took form and started to work on a list of priority needs defined by the members themselves, CADEO provided consultation, office space, record-keeping and an anchor in the "establishment", which made it possible to remove barriers, such as the Recreation Department's reluctance to let Black youngsters hold dances in downtown centers.

The first priority need tackled was the need for kids to have a normal social life. To fill this need, the members--with CADEO's backing--designed and gave a regular calendar of dances, concerts and an annual Day of Expression, using the kids' own talents as planners and performers. For example, the bands who played at concerts and dances were neighborhood musicians, who both provided the music and also had an opportunity to "showcase" their talent.

This phase of the Coalition's work was so successful that in March, 1976, the Coalition received the Alexandria Gazette newspaper's annual Award for Community Service to Youth.

The Coalition's next phase has been a period of gradually shifting the leadership role to the members, with the young adult founders of the Coalition becoming an advisory board and CADEO an on-going sponsor. This began when CADEO supplied a highly trained consultant, a social psychologist, who spent several weeks helping the group to define its goals and to complete a training course in leadership skills. The young adults, with the consultant's help, then designed and gave a Day of Leadership Training for the members. Attendance at this Day of Leadership Training then became the basis for membership in the Coalition.

Among other successful projects, the Coalition has received an Urban Incentives grant to dramatize the true Black history of the city's Black community. A young actor, who joined the advisory board, wrote the dramatization--an original play, "Over in the Glory Land", directed three major performances and took the play "on tour" to local churches. Out of this project grew the Quiet Fire Repertory Company, also sponsored by CADEO, which gives Saturday Drama Workshops to help kids develop self-understanding and a new appreciation of Black culture through drama. Quiet Fire has been elected to the city's Performing Arts Council and has received a city grant to perform "Raisin in the Sun"--a success which will be followed by other major productions.

In response to the older members' needs--and request--the Coalition and CADEO together designed a Job Finding Course, which the Coalition will give for members in their senior year of high school. Like all Coalition projects, the course has been successful because it was designed and given in response to a need stated by the members themselves--a need no one else was meeting.

This unique partnership has been productive in several ways: It has put an old-line agency in contact with hard-to-reach kids because young adults have provided a link between the agency and the kids. It has mobilized the agency's resources to correct injustices it did not know existed until it formed this partnership. It has implemented ideas from the grassroots up, instead of superimposing programs on the inner-city. And it has changed many stereotypes on both sides of the partnership.

As sponsor, I have learned that kids often have quite different ideas of what they want to do than even the most caring professional supposes they want. Coalition members, for example, don't want to be entertained or diverted. They want their free time devoted to learning how to survive. They want to acquire the skills that other kids are taught and they want to volunteer. Being endlessly on the receiving end is seen as belittling.

I hope that these experiences will be helpful to other youth-serving groups. CADEO has some materials it will be happy to share. Write to the Mental Health Association of Alexandria, 101 North Columbus Street, Alexandria, Virginia 22314.

* * *

THE WHAT'S WHY'S AND HOW'S OF PROGRAM PLANNING

Jack Pransky, Juvenile Justice Planner, Commission on the Administration of Justice, Montpelier, Vermont

What are we doing? Does it have a purpose? Are we trying to get someplace in particular? What do we really want to achieve? Is what we're doing really related to where we want to go?

In traditional Western culture, we rarely ask all but the first of the above questions. Instead, we are programmed to accept things as they are; to either say, "Oh, they must know what they are doing" or not to question our own methods at all; to react to problems instead of deciding where it is we really want to be. We too often feel that we are the victims of our control. We are programmed to maintain and to restore instead of improving our conditions. Instead of planning the future to make things happen, we speculate about what the future will bring while merely reacting to the way things presently are.

This is not, however, the only way to deal with life and with change. We can learn from stepping outside of our patterns and systems. Through the examination of ancient Chinese culture, we learn that others have, in fact, viewed life differently and planned their lives accordingly. Dr. Frederick Jeryis of the Center for Constructive Change, Durham, NH, expressed this alternative approach to planning and dealing with our lives. Its thesis is that, instead of reacting to the way things are, people can promote the changes they desire and thereby move in positive, mutually beneficial directions:

"By asking a different kind of question and changing what people pay attention to, people can produce information which will provide them with a positive focus, and a different basis for making decisions. Instead of being reactive, they can become proactive". People do have the option of changing what they pay attention to. Instead of initially paying attention to, "What is the problem?", which is usually the first question asked in traditional planning, we can ask, "What kind of world do we want?" and move on from there. The kind of information we get depends on the questions we ask. This different type of information, in turn, leads to different types of questions. If we identify those desired results that will make the biggest difference in terms of our effectiveness and move in the direction of those desired results, the entire context in which we operate will be changed.

Once you have taken your presently defined purpose and have asked, "to what end?", you can take that "end" and ask of it, "what would be happening if this "end" were achieved?" The answers to that question become what you should pay attention to - your new indicators - your new criteria - your new framework in which to operate. Through this process, we change what we evaluate and thereby change what we concentrate on. "The Problem" then becomes for us the difference between where we want to be and where we are now.

These indicators cna be further broken down into the smallest possible, measurable terms by asking, "How would consumers (or how would people "out there") know that these things were taking place?" By asking what "others" would see happening as opposed to "What would we be doing?", we remove ourselves from sometimes tainted perceptions of what we think is "the right way."

After breaking all of these indicators down into the smallest possible consumer-oriented terms, we then look for a few overlapping indicators, or, ones that seem to mean more, or, ones that seem more measurable than others. We should look for three or four key indicators. These key indicators become our Key Result Areas and become the basis from which all our future planning evolves.

We can then take one of these Key Result Areas and ask of it, "What is happening today with this indicator?" and set a target date for whree we want to be by when.

Indicators give us a sense of direction and help us take action. They must be expressed in measurable and quantifiable terms...which brings up the interesting question of how we can measure quality in human services work, as opposed, to the traditional measure of quantity. It is not as difficult as it seems if one asks the right questions. If we take, as an example, "People will be self-sufficient", how will we know that? How can we tell? How can we see that people are? What will be happening?" The answers to those questions then become what we can measure.

Once we know what we are measuring and know where we are today with the Key Result Area and know our target for which we want to ourselves, "Ok, if we want to be here by this date, then we will need to be here a month or so earlier and here by a couple of months before that, etc.

If Key Result Areas are measurable and quantifiable, then this process is easy - if not, then it is difficult. You should, therefore, make sure that the Key Result Areas are just that. Benchmarks are set up for the purpose of monitoring progress toward achieving results. If we have a way of knowing how we are doing at all times, then, if necessary, we will be able to change our methods accordingly, and we will be able to concentrate on areas where we are not putting enough effort.

In order for us to get information on whether we are meeting our benchmarks, we must somehow receive feedback on whether we are or are not accomplishing what we set out to accomplish. Usually, good feedback comes from somebody else - having someone else tell us whether we are meeting our benchmarks. By asking, "How can we find this information out?" we can establish creative ways of finding out information as opposed to necessarily relying on things like police statistics as a measure of juvenile delinquency. "Who knows what kids are doing in the community? What kids would be able to let us know what"s going on?", etc.

From there, we must begin with some method or strategy as a starting point. So we go back to "where things are today" with each Key Result Area. Taking each Key Result Area we ask, "What specifically is taking place", "What is this thing happening", "When does it happen most", "What age group", "Under what community conditions". Break the problem down into the smallest possible terms. Identify the areas where you can have the greatest impact.

Probably what we will find is that 80% of the problems or incidents happen 20% of the time and, therefore, that is where we should focus our first efforts and energies.

Results-oriented planning has us operating from a framework in which we pay most attention to making some desired "end" happen; we, therefore, must seek alternatives, change strategies, and alter programs until they produce desired results. Here, we ask, "If we ask questions in this way we are always able to evaluate whether our methods and strategies are, in fact, prodicing the results we want or whether we have to change our methods accordingly. As long as we keep asking ourselves, "To what end are we doing these things?", and "What's not working?", then we will always be in a position to experience our linitations and to know if what we are doing is effective and to change accordingly.

* * *

WORKING WITH MINORITY YOUTH

James Bellamy, Program Director, Southeast Neighborhood House, Washington, D.C.; President, District of Columbia Coalition for Youth

Youth Development is more of a process than it is a program. It is the process of assisting young people from childhood through adolescence to adulthood. The role of youth work professionals and other adults is to help these young people to become contributing adults of tomorrow. For the minority Black youth to get to that point is a difficult task since, in a number of cases, there are so many obstacles to overcome, such as: lack of positive self-image, lack of positive role models, poor socio-economic conditions, underemployment and unemployment, and lack of communications. Moreover, the lack of leadership from the home continues to be a serious problem.

The first area of concern is the youths' self-image. Historically, Blacks were not encouraged to see themselves in a positive light. It was not until the 60's that the masses of Blacks began to understand that they do have some self-worth, to understand who they are and what they would like to be. Now it is time to stop putting the blame on someone or something else for their shortcomings. As youth work professionals, we should begin to expect more from our youth and help them to understand that they can be the person that they want to be.

In many cases a youth who does not adjust well to what our society calls "normal" is labelled "dumb", "problem child", "delinquent trouble-maker", and other names as well. The youth begins to see himself that way and acts accordingly.

Dr. Walter C. Reckless, an Ohio State Sociologist, decided several years ago to try to find out why the lives of two boys from the same urban area often turn out radically different. One may become a great surgeon or a successful businessman; the other may become a hunted criminal. Dr. Reckless selected two groups of sixth grade boys from two elementary schools in Columbus, Ohio that were known as delinquency areas. One group was considered "trouble prone" by the teachers, parents, and friends. The second group was selected as "nontrouble prone".

Over a period of five years, the two groups panned out as anticipated. The good boys kept out of trouble and the potentially bad boys got into trouble--over 39% had been in juvenile court on an average of three times. The bad group of boys expected to get into trouble, in advance of any difficulty. The typical boy in this category believed he would get into trouble; he doubted that he would finish school; he believed his family was no good; and so on. Meanwhile the category of good boys had just the opposite viewpoint. It is a youth's attitude or self-image that usually determines whether he is trouble-prone or not. Our job is to help these young people to understand that they do have a choice. We have to expect more from these youth and they will become more productive.

The second area of concern is positive role models. There is a tremendous need for our minority Black youth to have more positive role models. Pimps, hustlers, drug dealers, and con-artists are difficult competition since youth see them as people in their neighborhoods who are successful, have fine cars and money. In contrast, the frustrated teacher, the angry policeman or the apathic parents provide little motivation. This is not to say that all youths find the "fast life" inviting, but the minority youth needs to be educated about the changing job market, economic and business development, money management and practical knowledge in other fields, such as credit, medicine, law and home maintenance.

There is a tremendous communication gap between Black youths and their parents. Either the parents are too busy working to make a living for their families, or they just do not take the time to listen to their children. This gap causes many youths to feel like fourth-string ends on the football team. They do not get a chance to play in the family game. Teenagers have a tremendous capacity to show interest, but if they cannot identify themselves with the family's course and its goals, they devote all their attention to other situations where they can feel useful and appreciated. This concept should be considered when designing programs for youth. Youth like to feel that they are an important element in developing their own programs.

The number one problem among Black youth is unemployment which, in many urban areas of the country, is between 30-45%. There is a need for more on-the-job training, skills development, leadership development, and vocational education. Black youth need to know how to find jobs, how to present themselves when going on interviews, and how to write resumes. Minority youth must learn to stop depending on someone else for a living and begin doing for themselves.

> "Today's youth are indeed our largest minority group with all the problems of minorities, prejudice, discrimination and segregation.
>
> Unfortunately, I think we adults have failed our youth by failing to listen--or having listened, failed to hear...
>
> In a hundred ways, today's youth are telling us in words, pictures, and actions that they have been left out, by-passed, and denied a place in a world they already feel a vital part of, and ignored by people who are so important to them--WE ADULTS." 1/

Given this point of view, it is twice as difficult to be a minority within a minority. We have a tremendous task before us.

We should commit ourselves to taking on the challenge of assisting these youth in becoming more productive and contributing adults. Because, in the end, the world is a better place for all of us.

1/ Dr. R. W. Menninger, "Prescription for Our Troubled Youth", Mental Hygiene, (North Brunswick, New Jersey; Exploring Division, 1971), No. 3111.

****

WORKING WITH RUNAWAYS AND HOW RUNAWAY CENTERS OPERATE

Kay Sattherwaite, Program Coordinator,
Huckleberry House, Columbus, Ohio.

This workshop was designed for nonrunaway center youth workers in order to familiarize them with the services which offer counseling and assistance to runaways. Runaway centers are community-based resources for young people who have left home, are "homeless", or who are in need of assistance in problem-solving. Youth who use the services of runaway shelters present a wide range of issues to be dealt with, including individual and family development crises, chronically dysfunctional families, dependency (statutory), physical and sexual abuse, drug problems, pregnancy, physical illness and disabilities, financial difficulties, school problems, employment problems, housing problems, exploitation, rape, prostitution, and peer conflicts.

Services provided by runaway centers vary from community to community, depending on variables such as the kind and quality of other community youth services, staff size and budget of the runaway center, and community attitudes toward the runaway center. In general, however, runaway centers all provide certain core services, including 24-hour direct access for youth (the goal is for the majority of cases to be self-referrals), short-term nonlocked shelter (usually under two weeks), individual, family and group counseling aimed at crisis resolution and stabilization of youth's living arrangements, and aftercare (following shelter) either directly or by referral.

Runaway centers generally subscribe strictly to policies of confidentiality, self-determination, youth participation in program-planning and service delivery, and use of volunteers.

Some runaway centers provide services beyond the basic core of services in response to some of the unmet needs of their community's youth:

employment services, alternative living arrangements, health care, educational alternatives, mental health services, and legal services. Some of the older runaway centers (8-10 years) have expanded into comprehensive youth services, of which the runaway shelter is one component.

* * *

WORKING WITH YOUNG GANGS

Richard Ventre, Project Specialist, Project Heavy, Los Angeles, California.

Bennie Swans, Director, Crisis Intervention Network, Philadelphia, Pennsylvania.

In this workshop experienced gang workers shared their views on gang-related youth work. They discussed strategies and techniques for reaching and influencing gang youth through their particular services programs.

To counter problems in the area of San Fernando Valley, the Los Angeles City Council, initially utilizing Model Cities funds and then Public Works Employment Act II Funds, allocated $196,000 for two consecutive years for the development of a youth gang consortium to combat rising gang violence in a nontraditional approach.

The primary goal of the Project HEAVY/San Fernando Valley Gang Consoritum is to reduce street crime perpetrated by gang-involved adolescents and those youth who exist on the periphery of gang activity. The project has been operating under some innovative concepts and principles:

1. The project is adopting an outreach approach. The workers are reaching out to the youth by going into the streets, schools, parks, and other locations where gang youth gather.
2. Project workers not only deal with youth heavily involved with the gang activities, but also deal with those youth existing on the periphery of gang activities.
3. The project workers do not deal with youth gangs as a whole, but adopt a caseload approach. The workers treat each gang youth as an individual.
4. The workers do not deal with gang youths in any one particular aspect of their lives, but deal with their total environment. The workers are involved with the youth's school settings, parents and siblings, neighborhoods, and employment environment.
5. The workers coordinate activities such as sports, arts and crafts to have gang youth interact with youth from different ethnic backgrounds. This approach broadens their horizon of ethnic awareness and reduces inter-racial gang violence.
6. The workers do not over-identify the youth as a gang member to avoid the disadvantages of "labeling".
7. Project workers coordinate and participate in Human Relations Workshops to involve as many young people as possible in an intercultural experience. With topics such as self-awareness, prejudices, valuing, drug abuses, alcoholism and smoking, community forum and local school problems, the workshop experience has effectively bridged the racial gaps among gang youth from different ethnic groups.
8. Workers coordinate the Campus Response Team, a coalition of youth advisors who offer their services to public schools for the purpose of promoting multi-cultural harmony and understanding among students and school personnel. The focus of the team's activities has the three following dimensions: enrichment of inter-ethnic group understanding and experience, prevention of inter-group tensions and violence, crisis intervention in situations of overt tension and violence. The team seeks to be responsive to tense and disruptive situations on campuses by working cooperatively and creatively with principals, faculty, students and all relevant parties in order to identify and resolve problems.

Several organizations dealing with the area youth have been receptive to channelling troubled youth to the Project. Such cooperation has greatly enhanced the success of the Project. The Project HEAVY/San Fernando Valley Gang Consortium has been recognized by the Los Angeles Police Department, Los Angeles County Juvenile Probation Department, the community and schools as an effective program working with gang or gang-oriented youth. Governed in concept by a two-fold management body, the CIN management serves both internal and external components of the network. For purposes of external coordination, five persons were selected to ensure maximum coordination with their respective components. This body is only responsible for making recommendations and for carrying out actions related to their respective component group.

For purposes of internal management, a four person Management Team is responsible for forming and implementing the policy of the Crisis Intervention Team and directing the day-to-day operations of the organization.

The nerve center of the Crisis Intervention Network is the Communications Center, located at 1405 Locust Street. Staffed by six telephone operators and two secretaries, the Communications Center operates daily from 8:45 a.m. to 2:00 a.m. to cover those hours when gang activity most frequently occurs.

One of the Center's operations is the "Call-Response". Designated personnel from the participating schools, hospitals, recreation centers, community agencies, church and youth groups notify the Center by phone of any situation which has the potential for juvenile violence. The Center then dispatches a signal to the team members in the area concerned. Divided into five areas of the city, the Crisis Intervention Teams are "ON CALL" 24-hours a day, everyday. If a crisis situation develops in their area, they are able to respond quickly. The basic goals of each team are: prevention of conflict situations among hostile youths, mediation of differences between groups of hostile youths, intervention in crisis situations among hostile youths, organization of local Parent Councils to prevent outbreaks of violence and prevention of future conflicts through long-range community developments.

Proper employment selection is the key to the success of any program. Therefore, it is imperative that experienced personnel with complementing abilities are selected to comprise the regional crisis teams. The selection process may differ from one region to another, based on the community dynamics of each region, i.e., geographic size, population density, socio-economic conditions, migration patterns, extent of active community involvement, etc.

Five Adult Probation Officers work in conjunction with each area's Crisis Intervention Team. The Probation Director serves as a member of the C.I. N. external Management Team.

In 1975, many adults from various parts of the City organized in their local communities to attempt to resolve the gang problems which contributed to the deaths of so many youths. Even though they were not completely successful, their efforts exhibited an interest and a willingness to control their communities against violence.

Being cognizant of this desire, the Crisis Internvention Network began to concentrate its energy toward organizing local and regional parent councils. Knowing that the eradication of gang warfare could not be realized without the cooperation and participation of community people, C.I.N. believed that such organization also would be a forum where community people could resolve other common urban problems.

Participation in City-wide Parent Council meetings is increasing at an impressive rate. Representatives of local councils report that interest by other community residents will increase even more in the future. Such positive responses are encouraging and reflect a recognition by community people that a need exists to eliminate the symptoms which lead to gang violence and, also, that organizing is an effective tool to accomplish these and other goals.

Regional youth councils were also formed to facilitate greater communication between youth and adults as well as between youth gangs. Through activities with different gangs, the youth councils fostered understanding and demonstrated that there are more plausible ways of solving problems than through warfare.

As another means of reaching the community, the Crisis Intervention Network developed a "Parent Awareness Brochure". These brochures were distributed out of concern for parents who did not realize the scope of their child's involvement with gangs and were written out of respect for the ability of parents to deal with a problem in an effective manner.

Based on a 1975 study, the Philadelphia area experienced a steady reduction in both the number of gang deaths and the number of gang incidents during the 1973-1974. Mr. Swans and the other Crisis Intervention Network youth workers attribute this decline to the continued development of service programs for neighborhood youth.

Although encouraged by this decrease, Mr. Swans cited the potential for increased gang warfare as entirely possible in some neighborhoods, "Youth employment is the key factor toward the prevention of gang-related crime. Unless youth can obtain jobs, they may use the gang structure to commit other crimes."

* * *

WORKING WITH YOUTH THROUGH OUTDOOR GROUP PROBLEM-SOLVING ACTIVITIES

Doug Kuhn, Training Coordinator, The Ohio Association of Youth Service Bureaus, Dayton, Ohio.

In this workshop, Doug Kuhn led the participants in playing problem-solving "games" designed to put them at ease and to establish bonds with others in the group. The group also learned various ways such games can be incorporated into youth prevention and treatment programs.

In the first game, a group is given a physical task which is defined in terms of goal, obstacles, tools that can be used, limitations, and sometimes, time period. The group alone must work out the problem or overcome the obstacles set up. Participants often times will have limits which "kill" them within the context of the made-up situation. At the completion of the task, participants group together to process the experience. A wide variety of points may be processed depending upon the purpose and needs of the group determined beforehand, the dynamics most prominent in the experience, and the reactions of the participants. Several processes most commonly worked on are: communication skills, planning and organizing, checking alternatives, practicing choices, how to be most helpful, limits and potentials, leadership and followership roles, initiative and passivity, sex roles, and other assumptions made about individuals.

The problem-solving experience is open to whatever meaning the individuals take on - from fun to self awareness to learning to behavior change. The tasks allow each person to explore his/her behavior and feelings in a variety of interactions and in relation to several kinds of obstacles. He/she can move from becoming aware of feelings or actions, to identifying what they are, to changing perception or behavior that brings about different responses personally, to making associations with other life situations in which he/she behaves or feels similarly.

The flexibility of personal meaning allows a person to deal with whatever happens at whatever level he/she desires. The sequence from processing one task to attempting another gives the person a new opportunity to incorporate what he/she learned in the last situation into a new and slightly different one. Exploration on a trial and consequence basis, with real barriers to push against, creates a very healthy situation for learning which many people may need today in an over protected, concrete, and prepackaged society.

The outdoor group problem-solving activities have a three-fold purpose. First, the activities promote outdoor fun and an appreciation for nature. Secondly, the games provide an opportunity for one to explore, become aware of, and learn about oneself in terms of one's own limitations and potentials as well as in terms of how one feels and behaves in a group. Third, the activities give one a chance to explore, become aware of, and learn about group dynamics and how a group interacts to solve a problem.

Some of the "apparatus" used in experimental tasks include: fields, small streams, trees, ropes, old tires, cement blocks, boards, logs, and blind-folds. It can take from one half to a full day to set up everything depending upon the setting and number of problems to be used.

Several ground rules are set up, safety factors are brought before the group, suggestions for approaching the problems are discussed, expectations are explored, and procedures are outlined. A follow-up session can be set up for another day and audio-visual equipment can be used to enhance processing. Some names of the problems include: Beam and Advanced Beam, Cross the Stream, Height Line-Up, Field Rescue, People Tree, Wild Run, Blind Obstacle Walk, Ropes and Tires Survival, Rope Bridge, Rope Traverse, Desert Island, Stump Stunt, Here to There, Change Places, Pole and Tire, and Cargo Net.

It is advisable to get instructions on conducting these workshops by an experienced facilitator. Major areas of concern are safety-spotting, knots, etc., group process counseling skills, and follow-up availability. Resources Relation:

Outward Bound, Inc.
165 W. Putnam Ave.
Greenwich, Conn, 06830
- $35 for a reference book
- outdoor survival training courses

Project Adventure
Hamilton - Wenham Regional H. S.
775 Boy Road
Hamilton, Mass. 01936

Project Challenge
(Chicago Area)

Higher Horizons
Tryon School
New York State Division for Youth
Johnstown, N.Y.

* * *

YOUNG ADOLESCENTS

Dr. John Scheff Lipsitz, Director, Center for Early Adolescents, University of North Carolina, Chapel Hill, North Carolina

There are more than 16 million young adolescents, ages 12, 13, 14 and 15, in the United States. They share in common certain developmental needs and tasks. Physically, they are experiencing the adolescent growth spurt and the onset of puberty. They have special health, nutritional, and mental health needs in relation to these physical changes. Emotionally and socially, they are exploring a sense of uniqueness and belonging, of separation and commitment, of future goals and their personal pasts. For the first time in their lives, they see themselves as having a personal destiny and a societal destiny. For the first time they see themselves as being a part of a generation. Intellectually, they are exploring values and ideas in a new way, beginning to form abstractions, to generalize, to think about thinking. Early adolescence is a critical time in human development, critical to the individual and to the social order. It is a time second only to infancy in velocity of growth and the number and quality of the developmental tasks to be resolved.

Obviously not all these tasks are resolved by anyone, but most young adolescents, for many reasons, most of which we do not know, manage to cope with amazing stability through so demanding a period in life. For those who cannot cope, we must acknowledge two facts. One is that we would prefer, as teachers, psychologists, psychiatrists, youth workers, court counselors, doctors, etc., to wait for middle adolescence, hoping either that "They'll grow out of it" or that we'll have the opportunity later of intervening with an age group that we prefer. Second, we must acknowledge the danger of this delayed intervention, given the data piling up around us telling us that it is more likely to be during early adolescence, if at all, that storm and stress will occur. Drug abuse peaks during these years. The average age of runaways is 14½. The only age group in our population for which the birth rate is not decreasing is among those girls 15 and under. This is the only age group experiencing an increase in first admission rates to mental hospitals. And juvenile crime accounts for more than 50% of the national crime rate. Now, of course, many of these statistics are questionable and need to be questioned. What appears certain, however, is that we misperceive our population of troubled adolescents when we cannot think of them as being 12, 13, 14, or 15, when we think of young adolescents as being children or, even worse, "transitional". We are refusing to see how critical this time in development is the moment we label it as "transitional". We are dealing with myths, not realities.

I do not believe that most parents or professionals who work with young adolescents have any idea what early adolescent development is all about. Since we expect teenagers to be troubled, we tend to overlook behavior which may actually require professional intervention unless it is considered criminal behavior. We do not distinguish between troubling and troubled behavior. When we label all adolescents as distressed, we overlook the great majority whose energies can be creatively directed, and we ignore truly distressed behavior, thus contributing to personal and societal havoc.

Our behavior is absurdly and dangerously inconsistent, and it is determined by our very mixed feelings towards this age group. On what basis do we set policy and organize service-institutions now if we do not know who young adolescents are and who we want them to be? There is no research community devoted to early adolescence asking the questions that are prerequisite to launching developmental research, and very few of the intellectual and economic resources of researchers are being allocated to the young adolescents, so there is no service community for them. Society at large lacks a coherent concept of adolescence to inform its service agencies, which, therefore, often lack rational purpose in both policymaking and service delivery. Also, there is virtually no training specific to this age group.

I cannot see that we have a coherent and confident set of aims for our young people. Just at the point in their lives when they are looking to their futures, we put them on hold, tell them to wait, be good, have fun, stay out of trouble, and we'll get back to them when they're a little older. There is no place for them in our society.

* * * * * * * * * * *

YOUTH EFFECTIVENESS TRAINING: WHAT IT IS AND HOW YOU CAN DO IT

Ellyn Wiens, Accredited YET Senior Trainer,
Director of Wiens Associates, Hartland, Wisconsin

Dr. Thomas Gordon's Youth Effectiveness Training (YET) is an intensive program for adolescents that has been designed to assist youth in exploring relationships and developing skills to meet their personal needs in responsible and satisfying ways. The focus areas of YET are: dealing constructively and effectively with those in authority; assessing personal strengths and planning personal achievements; developing and maintaining peer relationships; and communicating and problem-solving effectively at home.

There are three basic types of leadership styles: authoritarian, permissive and "no-lose". In both the authoritarian and permissive models, people who are in conflict experience an emotional flooding. That is, the thought and feeling processes become imbalanced. Feelings, often of anger and resentment, overwhelm and reduce the thinking process. Thus, the individual concerned is unable to resolve the problem in a rational but sensitive manner. To facilitate healthy problem-solving, individual can de-escalate the situation by paying attention to three things: the other, the self, and the context or quality of the environment. These three elements, essential to the "no-lose" style of leadership, are incorporated into the YET problem-solving method:

1. Define the problem in terms of needs.
2. Brainstorm possible solutions.
3. Evaluate solutions.
4. Choose a solution.
5. Implement the solution.
6. Re-evaluate the solution after it has been put into effect.

YET currently is being sponsored by churches, YMCA's, mental health centers, schools, juvenile courts (where it is used as a diversion and prevention program), and residential treatment centers. To locate a certified YET instructor in your area, contact Jean Hall, Effectiveness Training, 531 Stevens Avenue, Solana Beach, California 92075.

* * * * * * * * * * *

THE YOUTH SERVICE AGENCY AS COMMUNITY SERVICE COORDINATOR

Jerry Hissong, Project Director, Youth-Community Coordination Project, American Public Welfare Association, Washington, D.C.

Jerry Klarsfeld, Executive Director, Lighthouse Youth Services Bureau, Baltimore, Maryland

Ours is an age of shrinking resources, increased frustrations, alienation and fragmented social order.

If we acknowledge the above statement as true, then the role of youth serving agencies must, therefore, move from a reactive, remedial approach toward the problems of youth toward a proactive, preventative approach that focuses upon the conditions important to youth. Thus, social change strategies and not psychotherapy are the keys to effective, caring and meaningful service.

To move toward this activist approach, the trend of the future must encompass increased coordination, communicaton and collaboration of the community and the private sector (where creativity and local awareness of needs and problems lies) and the public sector (where mediocrity, blind self perpetuation, and the money lies). One proactive approach to accomplish this is through the actualization of the network concept.

The network concept is based on the premise that no agency is an island. This is a lesson that human-service bureaucrats and family therapists are still learning: People have more to offer each other if they pool their resources than if they attempt to deliver their services from a cart they pull by themselves. The ancient adage has a modern image and it's called networks Donald Schon in his book

Beyond the Stable State defines Networking as: "...a set of elements related to one another through multiple interconnections. The metaphor of the net suggests a special kind of interconnectedness, one dependent on nods in which several connecting strands meet. There is the suggestion both of each element being connected to every other, and of elements connecting through one another rather than to each other through a center...

"The goal that overarches all network intervention is to stimulate, reflect, and focus the potentials within the network to solve one another's problems. By strengthening bonds, loosening binds, opening new channels, facilitating new perceptions, activating latent strengths, and helping to damp out, ventilate, or exercise pathology, the social network is enabled to become the life-sustaining community within the social matrix of each individual."

* * *

WAVE OF THE FUTURE?: THE PROFIT-MAKING AGENCY IN YOUTH SERVICES

R. Ledger Burton, Executive Director, Vision Quest Inc., Tucson, Arizona

The number of profit-making local youth programs is increasing around the country. Does the profit motive affect quality of service? Who really benefits in profit-making youth programs--the youth or the corporate executive? In the following paper, R. Ledger Burton, Executive Director for profit youth programs addresses these and other questions.

Social service agencies should strongly consider adopting the profit-motive corporate structure, not to ensure profits, but rather to promote competition and invite accountability for service that comes with the heavier governmental scrutiny that is afforded profit-motive organizations. Competition and accountability in turn foster improvement of the depth, range, and impact of human services and discourage the continuation of a welfare-oriented corrections system.

Utilization of the profit-motive concept through adoption of the profit-making corporate structure makes sense for the following reasons:

1) An internal, working Board of Directors can effectively and efficiently operate this type of human service. This group is totally cognizant of day-by-day operations, can act on matters without delay, and is not affected in policy decisions by changing political climates. In addition, while a profit-motive agency welcomes input from a strong Board of Directors, who are closely involved in treatment, to be aware of, but not subject to, shifting public opinion.
2) Human service agencies should expect to be held accountable for their actions. From experience, we know that a profit-motive agency is scrutinized more carefully than a non-profit one. Agencies should welcome this scrutiny as a means of constantly upgrading services and as an endorsement of the value of effective treatment.
3) The profit-motive corporation embodies free enterprise and success-orientation; a reflection of the success-orientated direction which must be transferred to troubled children. Both are concepts which do not permit "dead-wood"--in staff or programming--but rather call for streamlining and efficiency. By putting human services in the theoretical "market place," waste and padding are discouraged, competition begins and better services are developed.
4) Since traditional "welfare" type corrections systems have failed, private organizations may well be the alternative to pursue. Welfare must be replaced by a system of efficient alternatives, which are not themselves made dependent by the receipt of only partial cost-of-care but which withstand careful state and federal scrutiny as they in turn are held accountable for the treatment service provided. These private organizations must provide treatment and organizational structure. The proprietary approach is one extremely viable direction.
5) Private enterprise breeds competition which in turn creates better products and services. Competition should be welcomed in an effort to assure troubled youth the best treatment available.

In addition, economic and social responsibility require that organizations earn enough to cover current costs and future risks. This money is considered profit in profit-motive organizations; whereas in "non-profit" agencies, such accounts are often termed "reserves" or building funds. Agencies, profit and non-profit alike, must be held fiscally accountable so that their "costs" and "future risks" amounts are not inflated at the expense of the children in their care.

In summary, all agencies regardless of corporate structure, should be judged on their effectiveness. If "profit" or "reserves" are ever to be earned, they should be based solely on the ability of the agency to help and redirect a troubled child, in the most economical and effective manner.

Corporate structure should reflect honesty and integrity of purpose and reinforce the agency's dedication to the continual improvement of treatment.

WORKSHOPS

THURSDAY 10:30-12:30

ALTERNATIVE SCHOOLS: WHY, WHAT AND HOW
BUILDING A METRO COALITION OF YOUTH PROGRAMS
DEALING WITH SUBSTANCE ABUSE AMONG YOUTH
DEVELOPING YOUTH SERVICES TO MEET THE NEEDS OF YOUTH IN RURAL AREAS
INTRODUCTION TO THE JJDPA
ORGANIZATIONAL DEVELOPMENT FOR SMALL YOUTH SERVICE AGENCIES
THE PROFIT MAKING AGENCY IN YOUTH SERVICES: WAVE OF THE FUTURE?
THE ROLE OF YOUTH IN TODAY'S SOCIETY
STREET LAW: TEACHING LAW TO JUVENILES IN YOUR YOUTH PROGRAM
TEENAGE SEXUALITY
TREATMENT OF ABUSED AND NEGLECTED YOUTH
A VARIETY OF YOUTH RECREATION APPROACHES
WHERE DO YOU STAND? AN EXPLORATION OF VALUES IN YOUTH WORK
WORKING WITH RUNAWAYS & HOW RUNAWAY CENTERS OPERATE
WORKING WITH SEVERELY DISTURBED/ ACTING OUT YOUTH
WORKING WITH YOUTH GANGS
YOUTH ADVOCACY & THE PUBLIC SCHOOLS
YOUTH EFFECTIVENESS TRAINING: WHAT IT IS & HOW YOU CAN DO IT

THURSDAY 4:00-5:30

ACTION/VISTA: LATEST DIRECTIONS AND PRIORITIES
AFTERCARE SERVICES FOR YOUTH AND FAMILIES
THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT (CETA) AND YOUTH PROGRAMS
CREATING A SURROGATE FAMILY: A WORKSHOP FOR FOSTER PARENTS AND GROUP HOME PARENTS
DEINSTITUTIONALIZATION IN MASSACHUSETTS: A CASE STUDY
EUROPEAN YOUTH WORK
FAMILY COMMUNICATION SKILLS
THE FUTURE OF ALTERNATIVE SERVICES
INTRODUCTION TO FEDERAL FUND-RAISING
JUVENILE JUSTICE STANDARDS
THE NATIONAL ENDOWMENT FOR THE HUMANITIES, OFFICE OF YOUTH PROGRAMS
PROVIDING YOUTH WITH LIFE SKILLS TRAINING
REALISTIC CRISIS INTERVENTION AND SHORT TERM COUNSELING
THE RUNAWAY CENTER'S RELATIONSHIP WITH THE JUVENILE JUSTICE AND MENTAL HEALTH SYSTEMS
SUBSTANCE ABUSE PREVENTION
UNDERSTANDING AND WORKING WITH THE GAY YOUTH
YOUTH CAREER DEVELOPMENT PROGRAM OF THE NATIONAL URBAN LEAGUE
YOUTH DEVELOPMENT BUREAU, HEW

FRIDAY 10:00-12:00

ADMHA: THE NATIONAL INSTITUTE ON ALCOHOL ABUSE AND ALCOHOLISM, THE NATIONAL INSTITUTE ON DRUG ABUSE, AND THE NATIONAL INSTITUTE OF MENTAL HEALTH
ADVOCACY ON THE STATE AND LOCAL LEVEL
THE ART OF MAKING A GOOD REFERRAL
THE CRISIS IN HOTLINES
FUNCTION AND ROLE OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION NATIONAL ADVISORY COMMITTEE, STATE ADVISORY GROUPS AND STATE PLANNING AGENCIES
GROUP COUNSELING
INTRODUCTION TO PROGRAM EVALUATION
LEGAL STATUS OF YOUTH: TRENDS AND IMPLICATIONS
THE NEW YORK STATE MODEL OF COMPREHENSIVE PLANNING FOR YOUTH SERVICES
THE OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION
OUTDOOR ADVENTURE PROGRAMS
RELATIONSHIP BETWEEN FISCAL MANAGEMENT AND PROGRAM PLANNING
ROLE OF ADULTS IN ASSISTING YOUTH TO DO YOUTH ADVOCACY
THE ROLE OF FEDERAL AGENCIES IN DEINSTITUTIONALIZATION: HELP OR HINDERANCE
STARTING AND RUNNING A PARENT SUPPORT GROUP
STREET WORK AND DETACHED YOUTH WORK
TRAINING AND MANAGEMENT OF VOLUNTEERS IN A COMMUNITY BASED ORGANIZATION
WORKING WITH MINORITY YOUTH
YOUNG ADOLESCENT

FRIDAY 1:45-3:45

ADVANCED TECHNIQUES OF PROGRAM EVALUATION
BURNOUT

CITIES IN SCHOOLS
CREDENTIALING OF YOUTH WORKERS: SOME TRENDS AND MODELS
THE DEPARTMENT OF LABOR'S OFFICE OF YOUTH PROGRAMS
THE DRUG ABUSE COUNSELOR ON THE STREET
THE FEDERAL RESPONSE TO TEENAGE PREGNANCY
THE FOUNDATION ROLE IN DEVELOPING YOUTH SERVICES
HOME PLACEMENT PROGRAMS AS AN ALTERNATIVE TO INSTITUTIONALIZATION
INTRODUCTION TO FAMILY INTERVENTION
LIFE-CYCLES OF A PROGRAM, EXPECTED CRISES
MONITORING OF INSTITUTIONS
PEER COUNSELING AND PEER OUTREACH
PUBLISHING A YOUTH ADVOCACY NEWSLETTER
REALITY THERAPY FOR USE IN YOUTH WORK
SPECIAL INITIATIVES OF THE OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION
UNDERSTANDING AND WORKING WITH YOUTH WHO HAVE LEARNING OR DEVELOPMENTAL DISABILITIES
WORKING IN A SMALL TOWN YOUTH BOARD
THE YOUTH SERVICE AGENCY AS COMMUNITY SERVICE COORDINATOR
YOUTHFUL PROSTITUTION

FRIDAY 4:00-5:00

Mini-Workshop Period

THE APPLICATION OF TM TO YOUTH WORK
A CLOSE LOOK AT RESTITUTION PROGRAMS
COMMUNITY SERVICES ADMINISTRATION

INFORMATION AND REFERRAL FOR HOTLINES
THE LONELY, DEPRESSED AND SUICIDAL ADOLESCENT
NYCS PROJECT, ACTION
AN OVERVIEW OF THE NCAI AND ITS RESOURCES
AN OVERVIEW OF PYRAMID AND ITS TA RESOURCES
PROJECT HEAVY

STREET DRUG ANALYSIS
THE WHITE HOUSE CONFERENCE ON FAMILIES
YOUTH PARTICIPATION THROUGH VIDEO-TAPE
YOUTHWORK

SATURDAY 9:00-10:45

BOARDS OF DIRECTORS: HOW TO GET THE MOST FROM THEM
THE COUNTY SUBSIDY APPROACH TO COMPREHENSIVE YOUTH SERVICES
COURT RELATED INDIVIDUAL YOUTH ADVOCACY PROGRAMS
DEVELOPMENT OF IN-SERVICE TRAINING/STAFF DEVELOPMENT
DEVELOPING AND MAINTAINING A RACIALLY BALANCED STAFF
ESTABLISHING A GROUP HOME: OBSTACLES AND SOLUTIONS
HOW FEDERAL POLICY HINDERS LOCAL SERVICES
MANAGING A COMMUNITY BASED AGENCY
OPPORTUNITIES AND DIFFICULTIES EXPERIENCED BY WOMEN IN YOUTH WORK *(for women only)*
PUBLIC RELATIONS TECHNIQUES FOR COMMUNITY BASED YOUTH SERVICES
SCROUNGING: CREATIVE RESOURCE ACQUISITION
SPECIAL CONSIDERATIONS IN WORKING WITH MINORITY FAMILIES
TITLE XX - WHAT'S HAPPENING?
THE WHAT'S, WHY'S AND HOW'S OF PROGRAMMING PLANNING
WORKING WITH POLICE
WORKING WITH YOUTH THROUGH OUTDOOR GROUP PROBLEM SOLVING ACTIVITIES
YOUTH EMPLOYMENT PROGRAMS IN RURAL AREAS
YOUTH PARTICIPATION IN COMMUNITY-BASED PROGRAMING: A TRAINING LAB *(for youth only)*
YOUTH SERVICE BUREAUS: IS THERE A PLACE FOR THEM IN THE JJDPA?

FILMS

The following films were shown at various times throughout the conference. Youth workers wishing a further description of these films and rental/purchase information should contact the distributor listed.

This Child is Rated X

A NBC news documentary with Edwin Newman reporting. Sensitively portrays the juvenile justice system.

Contact: Films, Inc.; 1144 Wilamette Avenue; Wilamette, Illinois, 60091
Telephone: (312) 256-4730

The Innocent Criminal

Documents the treatment of status offenders within our juvenile justice system. Community based alternatives are highlighted.

Contact: The National Council on Crime and Delinquency; 411 Hackensack Ave.;
Hackensack, New Jersey, 07601
Telephone: (201) 488-0400

Crisis Intervention by Telephone: Runaway Pregnancy

Two films from a series of four open-ended trigger films.

Contact: Fiorelli Films; 28 Relihan Rd.; Darien, Connecticut, 06820
Telephone: (203) 655-8877

Children in Trouble

Shows how juvenile detention is failing and suggests alternatives

Contact: Film Makers, Inc.; 600 Waukegan Road; Glenview, Illinois, 60025
Telephone: (312) 729-2252

The Reluctant Delinquent*

Explores the relationship between learning disabilities and repeating juvenile offenders.

On the Run*

Examines the reasons why young people runaway. Offers some alternatives and exposes the grim realities of life on the run.

Runaways*

Designed to help youngsters, parents, and counselors who deal with runaways to open avenues of communication to avoid this kind of crisis.

*Contact: Motorola; 4825 N. Scott Street, (#23); Schiller Park, Illinois
Telephone: (800) 323-1900

NATIONAL YOUTH ALTERNATIVES PROJECT
IS A RESOURCE YOU SHOULD CONSIDER

Newsletter

Youth Alternatives, NYAP's acclaimed monthly newsletter, reports on issues and events in the nation's capital and across the country which affect youth and youth workers. In-depth coverage is provided on federal, state, and local activities under the Juvenile Justice and Delinquency Prevention Act, the Youth Employment Act, and the Runaway Youth Act; as well as in such areas as networking and coalition building, fundraising, alcohol and drug abuse, child abuse and neglect, foster care, juvenile law, research, and much more. In addition, each issue contains listings of new resources, job opportunities, and upcoming conferences and meetings. Write for a free sample issue.

Publications and Seminars

NYAP offers publications and intensive two-day seminars on a variety of topics of vital interest to youth workers. These include:

- Local and federal fundraising for community based youth services
- Juvenile justice
- Youth employment
- Youth services management and administration
- HEW youth services
- Participating in and influencing state and federal youth policies
- Alternative programs
- Youth services planning

Use the accompanying coupon to request further information.

National Youth Workers Conference

Each summer NYAP sponsors the National Youth Workers Conference, a three-day training conference for all those who work with youth. To minimize costs the conference is held on university campuses in alternating sections of the country. Previous conferences have had well over 1,200 participants and close to 100 workshops. Use the accompanying coupon to request further information.

Affiliation Program

In 1976, NYAP began an Affiliation Program for coalitions of community based youth services. In addition to being part of a national political alliance for youth advocacy, affiliates receive special support and organizational development services from NYAP. Affiliates also receive early information on federal legislation and funding opportunities, direct access to NYAP staff and resources, and reduced rates to NYAP-sponsored conferences and seminars. Representatives from affiliates serve on NYAP's Board of Directors.

Mail to:

National Youth Alternatives Project
1346 Connecticut Avenue, N.W.
Washington, D.C., 20036

Dear NYAP:

Please send me the following items:

( ) Sample issue of Youth Alternatives and current subscription information

( ) List of current publications

( ) Information on NYAP Seminar Series

( ) Information on National Youth Workers Conference

Name ______________________________

Agency ______________________________

Address ______________________________

City ______________ State ________ Zip ________

Mail to:

National Youth Alternatives Project
1346 Connecticut Avenue, N.W.
Washington, D.C., 20036

Dear NYAP:

Please send me the following items:

( ) Sample issue of Youth Alternatives and current subscription information

( ) List of current publications

( ) Information on NYAP Seminar Series

( ) Information on National Youth Workers Conference

Name ______________________________

Agency ______________________________

Address ______________________________

City ______________ State ________ Zip ________